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Public Participation in Public Land Decisions

A submission to
The Royal Commission on the Northern Environment

By the Wildands League

February 1983

This submission has been prepared with the financial assistance of the Royal Commission on the Northern Environment. However, no opinions, positions or recommendations expressed herein should be attributed to the Commission. They are solely the responsibility of the Wildlands League.

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1.0 Introduction

1.1. Purpose

Public demands for greater openness and accountability in government decisions affecting northern resource lands largely sparked the establishment of the Royal Commission on the Northern Environment (RCNE). They were also a central feature of its early hearings spurred on by growing local awareness that northern resource potential is limited and often exploited with little lasting benefit to northern residents.

Commissioners Hartt and Fahlgren both confirmed the centrality of this problem to their mandate and raised public expectations that the RCNE would prompt real improvements in relevant decisionmaking processes. Justice Hartt set the stage when he wrote in 1977:

> What northerners are talking about, it seems to me, is a pervading sense of powerlessness. Surely, it can be conceded that they understand their own needs better than anyone else. Yet northerners seldom are consulted and, if they are, it is all too often as a procedural device merely to make decisions already determined more acceptable publically. In a democracy, public policy cannot be formulated legitimately if the concerns and needs of those affected by that policy are excluded from meaningful consideration.[1]

Some four years later Commissioner Fahlgren is still fighting what many now see as a rear-guard battle to keep this promise alive by pressing, for example, for a delay in the Ministry of Natural Resources (MNR) land use planning program.

Given this mandate, the identification of procedures to ensure effective public involvement in government decisions is a major component of the challenge now facing the RCNE. This is no easy matter either, sharing more than a low record of success with the ancient arts of alchemy. Resource allocation and management decisions support a given distribution of power and are in turn rationalized by a corresponding system of authority. To develop participating programs which shift the balance of power sufficiently to allow new voices to be heard, without challenging the powers that be to the point they veto the entire effort, is a most exacting project.

As a citizen's conservation organization the Wildlands League has been on the receiving end of various exercises in public participation carried

out by the Ontario Government. Though principally concerned with decisions regarding provincial parks and parks policies, these exercises have involved various techniques of consultation between various actors in the scene, have taken place at different levels of government policy formation (typically within MNR) and have had widely varying results for our interests. Most recently and for the past three years, the League has actively pursued its interest in a provincial park system and sustainable resource management within the context of the MNR land use planning process widely referred to as SLUP. In the course of this effort we have developed proposals of our own, and considered those of other parties, for improving the participatory environment around decisions on resource and land use issues. Some of these proposals, incorporated in this report, have been widely circulated and endorsed by organizations such as the Conservation Council of Ontario and the Municipal Advisory Committee - Northwestern Ontario.

In preparing this report, the League has been keenly aware that the Commission's field of inquiry and the issue of public participation both have enormous scope which can quickly diffuse efforts to produce concrete results.

So our purpose has not been to produce a public involvement prescription for universal application to all issues within the Commission's purview. We have identified some general principles and addressed some basic issues in making them operational. But we have focussed most proposals for enhancing involvement on what appear from our experience to be key decision processes.

In preparing these recommendations, we have tried to avoid re-inventing the wheel, relying instead on synthesizing workable measures from jurisdictions including a number of Provincial Ministries. The intention is not to add to the complexity and cost of decisionmaking but to institutionalize the historic function of the Commission by making planning processes more anticipatory, consistent and responsible to the public interest. All of these benefits should ultimately lead to more streamlined and efficient government administration.

1.2. Scope

This report results from the League's efforts to reach the following objectives:

1. To document the opportunities (and supportive policies) available for public involvement in the major resource policy decisions shaping the future use of northern public lands.

2. To critically review the recent experience of various parties who have taken these opportunities and to identify strengths and weaknesses of existing public participation models and procedures in these cases.

3. To assess the potential for public participation activities to reduce land use conflicts.

4. To develop basic principles and methods for effective input by various "publics" to northern land use decisions.

5. To develop specific practical procedures for improving public involvement appropriate to key resource land decisions for submission to the RCNE.

Based on our recent experience in dealing with land use and resource issues we selected five critical decision processes around which subsequent research and analysis were structured:

* Forest Management Agreements
* Roads
* Park Master Plans
* MNR Land Use Plans
* Environmental Assessment

Land use and resource management decisions emerging under these headings more than any others are, or will be, shaping the future of the north and encompass major public debates about development options. Consistent with this approach a special effort was made, by means of a brief questionnaire, to canvass the views of other interest groups party to those debates and organizations with a major stake in their outcome. We do not pretend to have conducted a scientific study or produced an "objective" set of recommendations. However we have made an effort to reflect a wide range of local contacts and wisdom which the Commission with its much more extensive local input will be able to weigh fairly.

2.0 Basic Philosophy

2.1. What is Public Participation?

Getting a precise fix on the subject under discussion is no easy matter. There is no single, satisfactory, first-hand definition because public participation is many-sided. It encompasses organized lobbying campaigns, volunteer work for charities and civil disobedience. In some cases it is only a means to an end, but in many others it can be an end in itself.

The most useful attempts to pin down a definition involve typologies, often incorporating a "ladder" framework, which coordinates levels of involvement with increasing degrees of citizen power in government decisionmaking, consistent with democratic ideals. At one end of the ladder decisionmakers use their resources to persuade or foster an attitude of acceptance in citizens towards new policies. At the other end citizens become the decisionmakers exercising self-determination.

These distinctions are clearly of more than academic interest. Government officials and citizens often disagree sharply on this matter, one claiming that the opportunity to mark a ballot every four years, or perhaps attend an agency open house now and then, constitutes public participation, while the other contends that involvement entails the ability to directly influence policies. The recent successful bid by Grand Council Treaty Nine to require the Commission to hold formal hearings also demonstrates that no universally accepted recipe for public participation exists.

At minimum, participation requires an interaction between citizens and officials rather than one-way information flows; it requires some citizen influence on subsequent decision; and it requires that both parties learn from the experience. In addition if any minimal definition is to be effective in operational terms, it must also acknowledge that public participation is a democratic right. In fact a convincing argument can be made that no effective minimum standards are likely to be established for public involvement in the absence of underlying statutory recognition of this right.

Beyond these minimum criteria, which are invariably the principal focus of an administrator's concern as well as public debate, public participation maintains an elusive character. Ultimately it depends on human characteristics and intangibles such as trust. So while an environment favourable to public

participation can and should be created, true involvement cannot be established on command. The upshot is that an ultimate set of public participation procedures will not and should not be established. Instead agencies should continually upgrade their overall bottom line effort on the basis of their latest experience with demands for involvement in newly defined issues.

Accordingly, the Wildlands League takes the view that progress from the public information approach to a higher rung on the "ladder", where citizens are routinely consulted and frequently become partners in decisionmaking, is a legitimate and feasible objective within the present political context of land use/resource management programs in Ontario. Whatever their specific merits or problems, the MNR Moose Management policy (which provides for tourist outfitters to control 10% of the annual harvest), and the Indian Fishing Agreement (which would delegate the drafting of certain regulations) already show acceptance of this level of involvement.

2.2. Why is public participation demanded?

On one level the answer to this question is straightforward. Democratic theory and government rests on the right and ability of citizens to judge and communicate their interests. Participation in political affairs is the key to personal development as well as social justice. Furthermore, these are open-ended concepts. There is no limit to the improvement which can be made. On a more practical level the answer is somewhat more involved. First of all, representative government greatly restricts the scope of direct political involvement for the majority of citizens. Periodic ballot-marking is a significant but limited form of expressing one's interests and, with the rise of large, powerful, centralized government bureaucracies, it is no longer an effective means for maintaining accountability in policy making or the arbitrary exercise of administrative discretion.

So additional forms of public involvement are demanded to firm up lines of accountability and establish an acceptable balance of power as well as mutual trust between citizens and those with delegated and usually discretionary authority over them.

Secondly, direct involvement is needed because the scale, complexity and interrelatedness of public policy options are often so great that decision-makers are unable to assess their possible consequences with any certainty.

Larger technological development projects such as pipelines, without any deliberate change in government social welfare policy, can dramatically alter the social welfare of adjacent communities and, insofar as the public purse is involved and limited, the prospects for social welfare programs across the country. Despite the best of intentions the project planner may have preferences which are not shared by the public especially those people to be directly affected by the project. Should they not be entitled to engage in decisions regarding the project?

Thirdly, more and more government decisions, particularly in the resource field where limits are being confronted, involve long-term, perhaps irreversible, commitments among competing uses. In this case, value judgements are inevitably made about the future and there is no reason to assume decisionmakers or experts alone hold legitimate values. Concern for increased participation often arises as a result of real or imagined failure by government to respond appropriately to legitimate but competing interests in these circumstances.

From the decisionmakers' point of view then, and in the fourth place, public involvement is needed to integrate a wide variety of seemingly conflicting viewpoints, reduce polarity, and identify mutually acceptable solutions. Though not necessarily ideal, these solutions can diminish protest reactions which would otherwise occur after the fact. The danger of course is that public participation will become bureaucratized, and participants captives of a co-operative venture which does not bring about the desired re-distribution of power. With rare exceptions, however, this is still largely a theoretical problem, public participation still being more of a buzz-word than a program reality in many jurisdictions.

Individual situations may suggest still other reasons or particularly urgent variations on those above. This is true in the case of the RCNE.

In the first place the resource base at the centre of the debate which launched the commission is publicly owned. Together with the fact that long-term allocation and development decisions are pending and also at issue, this fact provides an ironclad argument for broad involvement in the decisionmaking process.

Secondly, the bulk of the population within the Commission study area, especially the Indian people, are relatively deprived (by geography, lack of resources, etc.) of access to information concerning government policy, not to mention access to the decision process. The often closely related public and private decisionmaking agencies with local jurisdiction appear monolithic and wield tremendous discretionary powers. Unlike in the south, there is no intermediate level of delegated authority and accompanying infrastructure of services to mediate the relationship of northern residents and dominant provincial institutions. Accordingly, and the Commission is itself living proof, the demands for accountability can flare up to major proportions.

2.3. Who should participate?

This is an issue of degrees and case-specific guidelines, not universal categories. In civil litigation, where remedies are usually directed towards the protection of private rights, there are a lot of restrictions with respect to standing -- the right to present a claim (participate). However where public involvement is not concerned with wrongdoing or purely private rights, it is appropriate to forego restrictions on the rights of citizens to participate. In fact, in cases where value judgements largely define long-term choices and decisions, it is useful to have as wide an expression of citizen values as possible.

Unfortunately there is more to the story and it gets complicated. Even if everyone is entitled to voice their concerns, legitimate arguments will ensue over whose participation should count the most in the final analysis. Citizens will make the argument based on their relative proximity to the issue and hence the degree to which their interests are affected ("standing" once again). Agency officials also have a case to make for grading "publics" according to the merits of their arguments, for instance, or the extent of agency support services available for participants. There is no final solution to these arguments either. Each new issue raises the need to redefine the categories of interests and groupings of citizens.

A second problem is that in many situations where everyone is entitled to

participate, not all do. Non-participation typically mirrors socio-economic inequalities and is manifested clearly in groups at the margins of society such as minorities and the disadvantaged. It is also characteristic of middle class citizens. But here it may be more a matter of choice and therefore a less urgent problem to consider in programmatic terms, especially since a fundamental, though double-edged, prerequisite of involvement is that it be volitional.

The rise of interest groups such as the League is frequently cited as a contributing factor to non-participation. Questions are also raised about the extent to which such organizations function in the public interest which is of course a critical test participatory activity must strive to meet. On this point our view is that the danger of interest groups inhibiting the participation of individual citizens has an operational solution: targetting their respective input at different forums or levels in the decisionmaking bodies. From another perspective, interest groups that are voluntary membership organizations can be seen as one effective structure for challenging the very institutions which have distanced decisionmaking from the individual citizens.

Overall, the way one tackles the issue of who participates depends on which level on the "ladder" of involvement is being pursued. To date, informal public consultation has been the level most commonly targetted. In this mode the major problem is seen as poor government performance due to inadequate information, insensitivity to local concerns and an unsympathetic public. It is presumed that satisfactory and effective involvement will follow from increased public access to information and opportunities to express concerns to appropriate officials. It is assumed that citizens and groups generally possess equal political ability to participate in planning and policy-making and the civil servant is to play the role of an information source and arbiter.

The consultative approach has pluralized policy-making to a degree, largely through activist groups, but it has seldom produced efforts to tackle problems such as non-participation or created <u>self-sustaining</u> participatory planning programs.

This is more likely to happen at higher levels on the ladder, where involvement is no longer seen as simply a means for developing "better" policies or a more successful government agency, but also an end which is achieved with the development of an active, capable citizenry. Involvement should entail the ever-widening dissemination of planning skills and development of organizational abilities among people traditionally excluded from input to decisions affecting them. The Berger Commission provides many insights here.

To its credit the RCNE has also demonstrated an awareness of these important distinctions in its efforts to promote and financially support public involvement in its inquiry. It has acknowledged that although effective involvement cannot and should not be decreed, the creation of an environment conducive to effective involvement is more than a matter of opening the office door and dealing with the people who find their way in on a first come, first served basis. Instead it requires active encouragement and the provision of support services and financial resources to enable and equalize access among as wide a section of the citizenry as is possible, given a particular issue focus.

2.4. How much participation?

Viewing this question from a political perspective -- that is, looking on participation as an end in itself -- there can never be too much of it. There is no limit to the ability or desirability of individuals coming to function effectively as citizens. Hence regardless of how the Berger Commission influenced any decision about the proposed pipeline we would maintain it was a worthwhile allocation of public funds.

On the other hand, from a more instrumental perspective, it is undoubtedly possible for public participation programs and procedures to proliferate to excess with detrimental effects for all concerned. There is a real danger in institutionalizing participation programs not so much in terms of decreasing the efficiency of decisionmaking, but more significantly in deflecting or absorbing significant criticism or interest-based demands. Royal Commissions themselves have been seen to have this sponge effect.

This danger is still largely theoretical in terms of most on-going government programs especially as applied to the north. However, to ensure that this situation continues, the RCNE should ensure that any recommended changes to decision processes to improve participation are reinforced, where relevant, by proposals for legislative amendment, delegation or decentralization of responsibility, administrative re-organization and programs for continuing the dissemination of resources and training for participants. Otherwise the participation will likely become an adjunct to rather than an integral part of the decisionmaking. In simple terms, the Commission can set its sights on local open houses alone, or on increased local control as well.

2.5. How is effective participation initiated?

Our research on the subject of citizen involvement quickly shows that there is no useful general theory of participation and hence no formula which guarantees success in developing participation programs. The overall goal of divining and advancing the public interest in policy formation seems to lie at the end of all competing analyses on the subject. However, in operational terms, the means for pursuing this elusive goal typically require custom-tailoring by the actual parties involved to meet their needs in addressing specific issues. Accordingly, the core of our submission deals with five on-going decision processes concerning land use and resource management.

At the same time there are some essential pre-conditions which must be met if any case-specific procedures are to be more than window dressing or a public relations exercise. Since the participatory environment for the specific decisions we focus on does not yet conform with these minimum standards, we must also consider how to improve this situation.

3.0 The participatory environment of Northern Ontario

3.1. Community life on the margin

The typical single industry Northern Ontario community as a focus for public involvement is a vulnerable socio-economic unit. Created and sus-

tained by largely external economic interests, its central function has been to convert resource capital into finance capital which then flows out of the region, to use the description of Ontario's chief forester.[2] When the resource is mined out, the community folds its tents. Stable growth has come to a few which become regional service centres. Others, like Atikokan, have managed to shift gears through local determination and foresight and survive almost certain collapse.

Unlike communities in other parts of Ontario, where a more diversified economy exists, these centres have been unable to develop any permanent foundation for prosperity. In addition, even though their very nature as company towns has always defined them as the servants of central authorities, this relationship has become much more pronounced since World War II. Its most extreme expression is found in the Indian communities, drawn into the orbit of the regional service economy without many reciprocal development benefits.

As the centralization of economic and political power progresses, the pattern of citizen involvement often shifts. Community governments become a less significant focus for individual involvement due to the overwhelming impact of senior government funding programs. Increased personal mobility and expectations have lessened dependence on local support systems and shifted the focus of attention to a larger urban unit without conferring the ability to effectively influence central decision-making bodies. Here the northern resident is doubly disadvantaged because geography, sparse population, and seasonal or migratory labour conspire against the formation of communities of interest and interest groups which has occurred elsewhere and provided the individual with a new though narrower sphere of involvement.

The upshot is that northerners justifiably express a sense of impatience when considering their impact on decisionmaking. Then too, unless defined interest groups are active in the north, adopting an advocacy stance in recognition of discretionary central authority, their demands can be played off against each other and all the while public attention is diverted from the needs of traditional communities. This much comes out of the early hearings of the Commission which were seen as a significant

opportunity by many to state the problem.

The hearings also provided general directions for pursuing solutions. In our view there are two. One is that the ad hoc exploitation of the resource base must be brought under control through comprehensive regional level planning. Recognizing the reality of economic integration at the provincial level and beyond as well, the exercise should be centrally organized and researched. However the definition and choice of optional development strategies should be a joint effort of citizens and government decisionmakers at each level of planning -- that is, public participation.

The other direction is that of diversifying in nature and scale economic enterprise in the north with a corresponding decentralization of decision-making authority in the public sector. This doesn't necessarily mean literally prescribing a zone of control and a cottage industry for each existing community or reinhabiting a lost century. It does mean that tourism as an industry with further job creation potential (in contrast to forestry) should be boosted. It means that the traditional users of the Black Bay Peninsula should be provided with the expertise to prepare and propose their own management plan for the area before their on-going contribution to community life in the area is written off in favour of other corporate interests. It means (former) communities like Pickle Lake should be developed with contingency plans at least. It does mean that we understand local communities must gain a share of power and control in shaping their future if northerners are going to look on them as homes rather than way stations.

The League is not equipped to spell out this scenario in greater detail, although we have attempted to define our support for conservation measures, such as the proposed Atikaki Wilderness Park, in the context of regional development issues. Our interest here is simply to point out that public participation in both senses we identified earlier has been recognized as essential to stable northern development by northerners.

3.2.2. Focus

Participation cannot occur in a vacuum but in relation to something. Normally this will be a decision on an issue or issues likely to have some impact on the ordering or re-ordering of community affairs, allocation of resources or distribution of power. For northern Ontario the "Reed tract" and proposed Onakawana development provided in recent times a useful focus for the definition of citizens' interests in future development options. Lately the MNR land use planning program has captured attention as it should, given its more comprehensive scope. However there are in reality a wide variety of poorly integrated decisions made in many jurisdictions which on a day-to-day level are actually defining the future of the north and which lie beyond the ability of any single organization to monitor and respond to coherently. Despite the creation of the Ministry of Northern Affairs, the publication of A Strategy for Development in 1979 and the existence of the Resources Development Secretariat, no overall coherence is apparent in government planning either.

The RCNE has clearly struggled to order and prioritize these various development forces, and given its pivotal role in supporting public involvement, has a responsibility to do so in its final report. In our view the focus on the Environmental Assessment Act and MNR land use planning which has emerged in the Commission's recent public statements is appropriate. However we would also add Forest Management Agreements, roads, and park Master Plans to the list of fundamental decisions shaping the future of the north.

3.2.2.1. Roads

In the north, virtually all aspects of life revolve around resource uses, many of an extensive nature requiring large land areas. It would not be stretching the truth too far to say there is a one-to-one correlation between land use and the northern economy and community life.

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critical form of access in these terms. Resource access roads are the principal type constructed in the north, increasingly with public support.

Comprehensive road planning does not exist in Northern Ontario. Ministry of Transportation and Communications officials have no system plan approved or under preparation. MNR land use plans only recently devoted any attention to this subject but all this has meant is the incorporation of the "Affleck Guidelines" which are a lamely drawn response to forestry and tourism conflicts.

Road proposals, alignments, and user policies have proven highly controversial across the north, eliciting many demands for broader consideration of alternatives and corresponding interests. So the Commission should directly address the issue.

3.2.2.2. Forest Management Agreements (FMAs)

FMAs, as long-term renewable,binding contracts intended to cover vast areas of the Boreal Forest, are the single most important land use decision being made in the north. They not only are confirming the existing geographic distribution of uses and the universal pre-eminence of forestry, but are doing so at tremendous public expense. So they are also a major allocation of public resources which could have been committed to the development of alternative land use priorities.

This is not to judge their worth or effectiveness, merely to point out that the very major questions the Commission has been attempting to answer are being answered in an ad hoc and very permanent fashion through the FMA program. Mr. Pope announced his intention to sign five new Agreements within the next two months on February 3, 1983.[3] Perhaps the Commission should be focussing more attention on these very firm decisions than on the rather ephemeral land use plans.

As with roads, FMAs have already sparked demands for public involvement and the consideration of non-forestry interests. However they and the entire forest management planning process which is supposed to follow (and really has been the de facto land use planning process to date) are more

complex to interpret than the impact of a new road. Here again the Commission could and should play a major role in recommending improved policy coordination and participation.

3.2.2.3. Park Master Plans

New park proposals prepared to fulfill the requirements of Ontario's parks policy for completing the provincial park system are the only distinct land use designations proposed in the MNR land use plans. They also represent a clear decision to assign highest priority to conservation and low impact uses in a given area. On both counts, new park proposals stand apart from the traditional and (some would claim deliberately) muddied multiple use policy which the advent (if not the rhetoric) of land use planning clearly acknowledges to be ineffective. For both reasons, new park proposals have proven highly controversial and citizens of all points of view have challenged the limited public involvement in their selection and fate. In our view parks could be a useful focus for public discussion about basic regional development strategies.

Much of this controversy will continue after the decisions of park establishment have been made. Fortunately there has been a tradition of master planning for new parks which provides a unique framework for ongoing public input to internal park zoning and management, largely so far through the Ontario Provincial Parks Council. With the possible establishment of many new parks in the north, the process will be needed as never before to work effectively. The Commission should help to ensure it does.

3.2.2.4. The role of MNR

When all is said and done about jurisdictional ambiguity, the fact remains that in many areas and for many communities of Northern Ontario, the Ministry of Natural Resources is the de facto government and decision-making authority. Certainly for all the major types of decisions we have cited here and others the Commission has considered, MNR is the lead agency or otherwise a shadowy presence. Yet the MNR does not acknowledge

responsibility for broad regional development planning. Perhaps the application of the Environmental Assessment Act will force this issue to a head. But even that outcome, given relative strengths in Cabinet, is likely to be determined by MNR, not MOE. It is really MNR that provides the focus for most demands for involvement and the Commission should recommend Ministry-wide changes to accommodate this demand rather than issue-by-issue procedures alone.

3.2.3. Legal rights and discretionary powers

The necessity for legal foundations for decisionmaking implies similar requirements for public participation. In addition, arguments for the right of public participation to be enshrined in legislation are particularly urgent, given the scope of political and administrative discretionary power in Canada.

So far as we are aware, and we do not claim legal expertise, there are no existing provisions within provincial legislation relevant to northern public land use/resource management decisions (e.g. Public Lands Act, Crown Timber Act, Mining Act, Provincial Parks Act) which require the responsible authority to provide for public participation, or establish due process for persons affected by decisions. Where hearings are available or required, they are intended to serve the purposes of regulated bodies.

The only significant exception we know of is the Environmental Assessment Act, but its application to land use/resource issues in the north has been severely limited. Then too, it alone cannot serve in more than an interim capacity to address the integrated need for comprehensive participatory planning. To be sure, there is no emerging agreement, among commentators on this issue, that legislated rights will ultimately produce better decisions, greater social harmony or a more able citizenry than consultative procedures voluntarily agreed to by decisionmakers. A major difference in philosophy seems to underlie much of the argument, namely the extent to which social discourse is inevitably constituted by the clash of antagonistic interests or is capable of producing consensual compromise.

We don't claim to know the final answer to this debate. But it has been our consistent experience that in the absense of any statutory guarantees/obligations concerning citizen involvement, the discretionary power of successive Ministers of Natural Resources has not been exercised to the advantage of participatory planning or even meaningful consultation. Where they are forced by public pressure to grant some opportunity for input the most low-level response is given, such as the land use planning "open houses" of the past summer.

Nor has any public consensus on resource priorities emerged by virtue of limited access to adversarial legal or quasi-legal forums. On the contrary, public discussion involves public relations campaigns based on economic blackmail, misinformation, poorly defined issues, unduly narrow choices etc. with no hint of compromise. At the same time decision-making authorities remain aloof, never opening their assumptions to review or stepping in to clear up public misconceptions or draw different parties together. MNR typically deals with each interest (group) individually, often playing an age-old divide-and-conquer game. The result is entrenched hostilities and inefficient and biased decision-making as well as foregone opportunities for critically important public education.

Ad hoc decisionmaking and discretionary power in senior governments have been the precursors to a pattern of resource exploitation and social deprivation in Northern Ontario extending up to and through current planning exercises. Statutory rights for citizen involvement and due process will not solve this problem. But they won't enhance it either, in our view, and will undoubtedly provide incentives for a less cynical citizenry and a more coordinated responsive government administration. We look to the RCNE to help confirm this belief by recommending (as other natural resource inquiries such as the Lysyk Commission have done) that participatory guarantees be enshrined in law for land use decisions.

3.2.4. Notification

The provision of public notice regarding the various stages of decision processes is, in practice, the "bottom line" for all participation prog-

rams. It is particularly significant and essential in cases where mass-based involvement among the citizenry as a whole is being encouraged or the affected/interested constituency is not fully known. If not informed of the government's intentions or decisions, individuals will clearly not be in a position to determine their interests in an issue until it is too late to avoid confrontation. Consistent and early public notice must be a routine component of decisionmaking procedures within an agency if effective two-way communication between it and citizens is to develop, and if citizens are to have the time necessary to prepare effective contributions, and if agency officials are to consider outside opinions before their positions have rigidified.

At present, public notice procedures appear ad hoc across the north for land use and resource decisions, although the Environmental Assessment Act has had indirect influence e.g. public notice of aerial herbicide spraying. In general however it is inappropriate and difficult to assess the adequacy of public notice other than at a very abstract level since there is no government (MNR) policy for public participation which would presumably establish criteria for determining the circumstances and form in which it would be given. In fairness to MNR the trend seems to be toward increased publicity of its affairs including the occasional circulation of draft policies and discussion papers. The land use planning exercise has clearly stimulated more widespread and consistent use of mailing lists and record keeping. But this has still a long way to go as the controversy surrounding the Indian fishing agreement has recently demonstrated.

3.2.5. Access to information

The obstacles in the way of disclosure of information in Canada and Ontario are well known as are the arguments for laws that will bring about freedom of information. These laws are essential to effective public participation, not the least reason being that if more information were available the demand for participation programs on some issues might subside. More to the point, if the nature, implications and underlying analysis of the policy issues are withheld from citizens it is not likely

that their contribution to decisions will be worthwhile. Nor are they likely to develop knowledge and expertise which, over time, will further enhance their contribution.

Ironically, the Hon. Alan Pope, when Minister without Portfolio in 1980, was responsible for dealing with this issue and recommending ways to "lift the curtain on how the government works".[4] Action has not been forthcoming on a provincial level and whatever Mr. Pope's personal thoughts are on the subject there has been no noticeable easing of access to information in the Ministry of Natural Resources in recent times. For example, it took the League one year to receive a list of the names of parties who had responded to the draft SLUP for Northwestern Ontario while the regional office consulted departmental lawyers. We have heard of other citizens who waited weeks and months after contacting many Ministry offices just to receive a copy of the SLUP document. It took the League over a year again to gain access to park planning studies and reports which a former Minister, the Hon. James Auld, promised in writing would be publicly available. Open houses were held this past summer on the DLUP's before copies of the plan were even available for public distribution. Clearly, major improvements must be made before effective or even efficient public input can become a reality.

3.2.6. Support services

We have stressed that participation must be chosen, not forced. We have also noted that non-participation is not a sign that demand is absent. Often it indicates a lack of sufficient resources to express an interest. The problem occurs in every situation ranging from isolated communities where physical access to government offices is difficult, to protracted technical hearings in which organized citizens groups cannot afford to intervene. Clearly time and effort are minimum contributions for participants to make in all circumstances. However if participation is to have any measure of equal opportunity and serve the public interest as fully as possible, some measure of public support is necessary. The Commission is fully informed on this issue and we simply echo the recommendations of many other citizens groups that the provincial government recognize at last the need for intervenor funding, especially in issues where the broad public interest is so clearly at stake such as the subject of the RCNE inquiry.

There are other more modest services which would facilitate participation especially by individual citizens such as easy access/low cost photocopying and the use of office equipment and telephones in MNR offices.

Public resource centres can also be an effective means for introducing individuals to agency programs and operations. To date MNR has not shown any sign of developing any assistance program for citizens, leaving the Commission as the major source of funds, at any rate, for the voluntary sector to use in working on land use/resource issues. This is an unsatisfactory situation. If northerners are to gain any measure of control over their destiny, a tradition of voluntary sector commitment to research and advocacy will be needed in the region. If this tradition is to be established, continuity of support is essential.

3.2.7. Flexibility

There are no all-purpose recipes for developing effective involvement programs on every specific issue. Each decisionmaking situation possesses its own unique characteristics which must be considered in developing any involvement strategy. The level of decisionmaking, nature of the public constituency, available resources, magnitude, significance and timeframe of the planning or decisionmaking task, and objectives for involvement, are all important variables.

Courts have long understood that accountability in the infinitely variable circumstances of decisionmaking can only be achieved by equally flexible procedural requirements guarded by principles of fairness and natural justice. These procedural requirements can vary from written communications to private and public meetings, to institutionalized hearings, to full scale public inquiries.

The requirement of suitability means that someone has to make judgements about cases that require formal participation programs and those that don't, as well as particular procedures suited to specific issues. In many other jurisdictions lay advisory committees have been established which serve this purpose and others. Ontario has yet to do so, although the promised Environmental Assessment Advisory Committee may fill the bill as far as the application of the Environmental Assessment Act is concerned.

Over the years a wide variety of procedures have been used by the MNR and other government bodies in accommodating public demands for participation

opportunities. The Provincial Parks Council, outside consultants, special task forces, the RCNE, District advisory committees, open houses, public meetings and the circulation of questionnaires have all been tried in addition, of course, to private meetings with individual parties. However seldom is a clear commitment made at the outset of a planning or decision process to build in a pre-designed participation program. More seldom still have participation programs been jointly designed. The typical pattern is that after controversy erupts around an issue some hasty attempts are made to pacify objections with some form of consultation. So, for instance, when pressure from tourist operators halted plans for constructing the Minaki Crown access road last year the MNR quickly prepared an analysis of various alternative alignments, organized local open houses and, after some minor changes to the alignment and other compensatory measures for some who objected, proceeded with construction.

A second common characteristic of MNR participation efforts is the avoidance of formal hearings or informal mediation sessions. Given that many of its decisions involve competing and sometimes mutually exclusive interests it would be useful to establish forums for effective examination of opposing claims or, by contrast, negotiation and resolution of these conflicts. MNR does neither, preferring loose, relatively unstructured public information or consultation techniques which maximize its flexibility and minimize two-way communication. The public involvement process for MNR's land use planning programs clearly demonstrated this tendency with its hastily arranged open houses, Minister's open forums and one last-minute meeting of interest group representatives with the Minister.

So, although over a period of a decade or more a range of public participation mechanisms has been utilized in northern land use and resouce issues, there has not been any attempt to establish an open mechanism for designing them to integrate effectively with all stages and levels of the decision process.

3.2.8. Accountability

The authority for final decisions should remain with elected officials. This point is not being debated. At the same time, that power must carry with it the duty to account for specific decisions taken. All the input in the world is of little consequence and produces inefficient decision processes unless the outcome, the final decision, is shaped by it. In practical terms that means decisionmakers (including citizen group representatives of a

citizen constituency if they are party to decisions) must be obliged to rationalize their decisions in terms of the input which preceded it. The bottom line here again is that the public has a right to know how and why decisions that affect them are reached. In cases where the fate of public resources, such as northern public lands, is at issue the principle need is to establish, in an open way, that the decision regarding a policy, program, project etc. is in the public interest. Generally speaking there are a number of ways to tackle this problem all of which are probably needed.

Discretion can be restricted in legislation by obliging decisionmaking authorities to "have regard to" certain values, etc. Right of due process provides citizens with some recourse against decisions and by its very existence will probably act as an incentive to curb the arbitrary exercise of discretion. Administrative procedures, particularly planning processes, can be structured around clear objectives and criteria. Finally, reasons can accompany the public announcement of decisions.

The present situation regarding northern land use/resource decisions falls short on all counts. Decisionmakers at all levels have so far been slow to present public explanations for their decisions as a matter of course, only doing so under pressure. The one notable exception in our experience is that of the response by the Minister of Natural Resources to recommendations from the Ontario Provincial Parks Council. The final "approved" strategic land use plans make vague reference to the impact of public comment on final policy statements but don't really explain the connection.

One typical instance of the minimal responsiveness of MNR officials relates to the approval process for the first FMA to allow public input - the Spruce River Road FMA. The final exclusion areas for parks were considerably smaller than that proposed by MNR planners. The League's inquiry as to the reasons for this discrepancy was not even acknowledged.

In terms of legislation again, none of the statutes most relevant to this discussion (e.g. Crown Timber Act) calls on the Minister to respect environmental values in discharging his or her responsibilities.

Finally, the existing office of the Ombudsman, in theory an effective appeal mechanism, has no authority to compel the government to alter a decision and, in our experience, has not proven effective in conservation issues.

3.3 Summary and recommendations

In virtually every respect considered here, the prerequisites for effective public participation are not met for Northern Ontario. From our involvement with government decisionmaking, our contact with other interest groups, citizens and municipal governments, and our review of the Commission's work, it is clear that this situation has allowed big government and major private sector interests to pit other interests against each other, many along north-south lines. MNR, for example, will use arguments (or allow others to go unchallenged in using arguments) that parks will destroy local economies, to justify not meeting parks targets. Then it turns around and builds single-purpose roads at public expense which threaten existing local interests or deny traditional users the opportunity to expand their activities, in favour of some outside developer, all under the guise of serving the wider public interest.

The point is that for effective public involvement to occur, some basic policy changes are needed. The following recommendations are intended to serve this purpose.

RECOMMENDATIONS

1. The Government of Ontario should introduce freedom of information legislation with third party adjudication provisions without delay during the next session of the legislature.
2. The Public Lands Act should be re-drafted to form a coherent basis for the participatory planning of the future use of Ontario's public lands, thereby providing the requirements and standards for public involvement, as well as modern planning instruments such as those under the Planning Act.
3. The Environmental Assessment Act should be amended to provide any member of the public with the right to seek an injunction in the Supreme Court of Ontario to stop environmental disruption that is attributable to resource management activity.

4. The MNR should draft, review publicly, and submit for Cabinet approval, a Ministry-wide policy on public participation which will systematically integrate participation in regulation-making, policy-making, planning and management decision processes. The policy should be operational, specifying responsibilities, minimum requirements and criteria for the use of various modes of involvement (Appendix 1). The policy should be consistent with and satisfy the objectives, principles and supporting recommendations submitted by the Wildlands League to the MNR in September 1981 (Appendix 2).

5. The new MNR public participation policy should specifically include provision for the mitigation of travel expenses incurred by participants demonstrating need.

6. The Commission should carefully review the prospects of revising electoral and Provincial Government administrative boundaries for increasing the ability of residents in the study area to pursue their interests more effectively with senior governments. (A minimum re-arrangement to consider is the establishment of a new MNR region and appropriate management regime for the area north of 50° as proposed by Parks For Tomorrow.[5])

7. Recognizing the comparative disadvantage which northerners currently face, the Commission should develop and recommend to the Governments of Ontario and Canada, mechanisms for enhancing the ability of northern residents to become involved in the ongoing decisions of both Governments. In this regard, the Commission should give serious regard to the concept of a policy research and training centre which would: 1) identify, research and release recommendations on priority policy issues for nothern Ontario; and 2) provide or fund training services to increase the participatory skills of regional residents.

8. The Resources Development Committee of Cabinet as well as the Standing Committee on Resources Development of the Legislature should both meet annually in northern Ontario to hear submissions from northern residents on land use and resource management concerns. A report should be issued after each meeting containing recommendations presented, together with the Committee's response.

4.0 Enhancing current opportunities

4.1 Surveying the field

In preparing this study we singled out five decision processes for special attention because of their collective impact, or potential impact, on the future of the northern environment. Each of them has attracted considerable public interest and controversy in terms of the adequacy of provision for public input. For each one, the Provincial government is currently preparing or revising procedures for some or all aspects of public involvement.

Our original intent in this study was to focus strictly on these procedural issues, hoping in each case to adequately deal with our interest in improving public involvement by devising a participation program. However, after delving into each decision process, it became painfully obvious that the challenge we and the Commission face in each case is far greater than a little public participation program can address. In some cases there simply is not enough clarity about the overall purpose of the decision process in itself and in relation to others to allow us to leap directly to the "nuts and bolts" of day to day involvement procedures, at least without proposing some prior changes on other aspects of the issue. Consequently our recommendations approach the subject on various levels.

In a general way, and on some specific points, our recommendations reflect the concerns of other parties to the various issues. As part of our research we circulated a short questionnaire (Appendix 3) to around 90 groups and individuals covering a spectrum of interests and locations across the north, and drawn largely from the Commission's mailing list. The questionnaire was intended to elicit comments on past experience with, as well as suggested improvements to, the decision processes we expected to be most widely known. Although the questions were few, straightforward and non-directive, the response has not proven sufficient to allow for any rigorous analysis. Others contacted by follow-up phone calls seemed to believe that any response might be construed as indicating support for the League's conservation interests. No doubt still others simply had not heard of the League before and did not see any need to respond. The overall highest response rate was from the industrial sector.

A few observations of note do emerge from the replies received. First, all respondents had a record of involvement and agreed that public participation is a necessary component of all three programs at issue: FMA's, roads and MNR land use plans. A few cited the dangers of "overkill" (clouding the

real issues, creating delay and confusion) and the difficulty of providing a process equitable to all interests.

Secondly, the majority regard present participation opportunities/procedures to be inadequate. The most frequently cited problem, though stated in different ways, is simply the lack of two-way communication. Briefs, even when extremely detailed, receive only a form letter response, if any response at all. At public meetings the "facts" presented by various interests are neither verified nor refuted by MNR, leaving the public unable to determine what is "true". Open houses are seen as rather meaningless exercises taking place in a vacuum since the points discussed are not implemented, and the technical nature and bulk of information for some decisions is not effectively reviewed and discussed in a casual, unstructured setting. A few of the respondents did feel however that open houses allow for a different approach to involvement and give people a chance to express opinions.

Thirdly, the majority again felt that their input has been ineffective. The reasons vary and include:

- insufficient time to review proposals,
- party not considered by MNR as a legitimate "user",
- quantity of information and scale of exercise (in land use planning) too great for effective monitoring to find where interests are most affected,
- MNR fails to encourage dialogue among users,
- insufficient research data available to evaluate basis of proposed policies and make effective comments,
- no constant balanced source of information, resulting in people focussing only on parochial concerns,
- too many unco-ordinated opportunities for involvement (DLUP & FMA).
- MNR refused to discuss issues openly so that one cannot tell if problems raised are recognized or understood.

Finally, a variety of possible improvements were offered though not sufficient in detail or number to warrant a tabular presentation. They ranged from the need for specific criteria to distinguish between minor and major amendment proposals in implementing the land use plans, to the more general and minimal plea for MNR to make a sincere effort rather than a tokenistic, placating approach. It was also felt by some that the MNR District Managers' discretionary power should be restricted and that the concerns of local interests should have the most influence on decisions.

There also seemed to be some concerns that a public education program on the issues in question should precede or, at the very least, coincide with the public involvement procedures.

4.2. Park master planning

4.2.1. The importance of master planning

Park master plans provide comprehensive statements of policy for guiding resource protection and management. Master planning is essential to the development of a park system in which a spectrum of natural environments are managed according to their unique contribution to the system and in which a variety of uses can be accommodated, consistent with the protection goal.

In practice the master planning process for Ontario's parks has provided an important opportunity for public involvement in Ministry policymaking and one of the rare, though imperfect, efforts to resolve conflicts between uses within a clear policy framework.

With the possibility of significant additions to Ontario's park system indicated by MNR land use proposals, the importance of maintaining a strong master planning program is clear, particularly from the standpoint of providing a consistent framework for addressing the future of existing uses in these areas.

The alternative to master planning is nothing more than crisis management, where there are no clear long-term management priorities, no firm basis, tied to resource protection, for operations funding, and where individual program directors and field personnel will jockey for control over park management.

4.2.2. Past League involvement

Since its formation in 1968 the League has devoted much of its energies to management issues relating to individual parks. As master plans have been prepared we have reviewed them and submitted reports to the Minister and Provincial Parks Council. The League has commented on plans for Algonquin, Quetico, Killarney, Lake Superior, Polar Bear, Esker Lakes and Sandbanks Provincial Parks to name a few.

Most reports on master plans by the League have been preceded by a foot and canoe inspection of the area. It is our intention to review and report on all master plans for Ontario parks.

4.2.3. Existing involvement procedures

The entire master park planning program is currently in limbo, having been suspended until the completion of the land use planning exercise, so there is no involvement at present. We understand, informally, that when it resumes, master planning will not necessarily follow the same procedures. New program guidelines are currently being reviewed within the Ministry. So there are no official or even unofficial public participation procedures to critically review. Nor is there any indication of when there will be. Our concern has risen on this point since we learned that MNR planners have been instructed to delete any reference to park master planning in the final District land use plans.

In the past, a variety of public involvement procedures and techniques have been used depending on the size of the park, the complexity of management issues, level of controversy etc. The minimum approach has been to announce locally that a plan is to be prepared and invite comments/concerns. At the other end of the scale are the processes followed for Algonquin, Quetico, Polar Bear and Killarney involving task forces, advisory committees, public meetings and public review of various draft documents. The overall intention seems to be to follow a staged process with public consultation at each stage, if the demand exists or is expected to develop.

4.2.4. Shortcomings and recommendations

Ontario has at present 132 provincial parks and may, in the near future, have a significant number of new parks. Master plans have only been completed for 29 existing parks as of February 1st, 1983. The Minister had committed his staff to completing all master plans by early 1983. With the entire master planning program in limbo, many existing parks are exposed to mismanagement and the necessary framework for establishing appropriate management for new parks is missing.

RECOMMENDATION

1. Sufficient funds and personnel should be made available within the MNR to complete master plans for all existing parks by January 1, 1985

Detailed draft guidelines for park master planning were circulated in 1981. Since that time they have been replaced by an 8 page statement which has had no public airing nor official approval.

At the same time as there is a policy vacuum for master planning, the entire parks program (including master planning) has been exempted on an interim basis from the Environmental Asssessment Act. The current exemption requires the completion and submission of a class EA document before it expires on March 31, 1983. It does not appear that this requirement will be met.

RECOMMENDATION

2. MNR should immediately circulate its interim master planning guidelines for public comment and subsequently apply them to the task of completing master plans for existing parks. The Provincial Parks Council should be assigned to receive comments and advise the Minister.

3. MOE and MNR should agree to and publicize a deadline for completion of a class Environmental Assessment for the Parks Program and extend the current interim exemption accordingly, adding a condition requiring an individual assessment for any expansion of extractive resource uses proposed for new park areas, designated in the final land use plan, before a master plan is approved

4. MNR should initiate a pre-submission consultation according to MOE guidelines, as soon as possible regarding its Class EA document for parks. (The forum should specifically address the issue of how the Class EA should deal with the issue of managing areas approved for regulation as new parks in the final District land use plans prior to the approval of a master plan).

As part of the master planning process, public meetings, open houses, etc. may be held in a part of the Province to which some interested parties are unable to afford to send a representative.

RECOMMENDATION

5. The MNR should develop a policy to subsidize the travel costs of delegates from bona fide interest groups who can prove a need for financial assistance.

For full and enthusiastic participation in the master planning process to occur, the public must have eassy and efficient access to all information pertaining to the process. This includes access to each master plan.

At present only 15 of the 29 completed master plans are available for sale to the public. The rest are out of print with no apparent plan to reprint them.

RECOMMENDATION

6. An adequate supply of all park master plans should be made available for sale to the public even if reprinting is necessary.

4.3. Roads

4.3.1. The importance of roads

The Commission is fully aware of the significant role in directing development and environmental pressures which road access plays. Poorly planned roads are a major factor in creating land use conflicts.

4.3.2. Past League involvement

The League has been involved with access issues for many years in the context of park planning. More recently we have participated in the review of alternative proposals for new road access in Killarney Park; commented on the "Affleck Report" as invited by the Ministry of Northern Affairs; and participated in the review of the North Minaki access road alternatives via the Atikaki Council. The proposed Obonga Lake road alignment northwest of Thunder Bay is currently of concern and we have been attempting to ensure a reasonable consideration of alternatives.

4.3.3. Existing involvement procedures

There is no approved policy within the MNR concerning resource access road planning decisions. The "Approved" Strategic Land Use Plan for Northwestern Ontario briefly summarizes the one interim policy on the books, being that expressed in the "Affleck Report". This policy only deals with, and appears as a response to, the conflict between resource access roads and private tourist operations. Its specific provisions only make reference to outpost camps in terms of non-forestry uses and only tourist operators are specifically indicated as affected parties to be consulted in the approval or repeal of specific road proposals. Communication between these parties and, when necessary, the road proponent is informal,with a commitment from the Ministry to early consultation.

As for the more general strategic level of planning the SLUP states:

> "To ensure overall co-ordination, multi-year plans for access will be prepared for the Province, the regions and the districts. Public consultation will be a component of the review process for individual access projects." (Emphasis added)[6]

No indication is provided regarding the timetable for completing these multi-year plans, or finalizing the guidelines, although the Affleck Report (1981) does state that "it will be two to five years before such plans are prepared and approved for the Districts in Northern Ontario".[7]

In the interim the Affleck Guidelines themselves will apply along with one other potentially more useful procedure. Resource access roads are currently exempt from the application of the Environmental Assessment Act under the blanket exemption for forest management which expires on June 30, 1983. A condition of the exemption remaining in force is that, during its term, primary forest access roads must be planned in accordance with the procedures approved in the Class Environment Assessment for Access Roads to MNR facilities.

The procedures for public participation in this Class EA consists of 2 required public notices, one following the District Manager's acceptance of a road proposal and the other following the District Manager's acceptance of any alternative plan for the road. In both cases, a purpose of notification is to invite inquiries and comments. The form of notice and all other aspects of any participation procedures are at the discretion of the District Manager.

4.3.4. Shortcomings and recommendations

Given the broad impact of access roads on all uses, and the fact they are largely and increasingly funded by the public, means that decisions regarding their location and use are of broad and long-term public interest. Current planning procedures and participation opportunities fail to reflect this fact, at least in our experience. There are several reasons.

a) Forest management considerations and company interests typically define the scope and evaluation criteria for any public study.

b) Where other uses are considered they are seen only as problems to be mitigated not legitimate priorities to be served alongside those of forest management.

c) Individual road decisions are taken in a piecemeal fashion in the absence of any overall access strategy or even forest management planning base.

d) By the time the access decisions or plans come to broad public attention, the room to manoeuver has all but disappeared. Joint federal-provincial funding will have been agreed upon long before, for example,

e) The scope of discretion afforded the District Manager in providing for public participation is too great and typically leads to a minimal opening effort which must later be broadened as public controversy rises. This produces an awkward and inefficient decision-making process without providing for a coherent public involvement program.

All of these problems were clearly reflected in the "planning" process leading up to final approval last summer for the North Minaki Access Road. They are unfolding again at the moment in the case of the Obonga Lake road, north of Thunder Bay.

The Commission has already recognized and cited many of the above problems, and others, it its report The Road to Detour Lake. The problem of reconciling specific resource access with overall regional access, which the report identifies clearly, is a major contributing factor to the very ad hoc development pattern plaguing the north.

RECOMMENDATION

1. No new primary or secondary access road should be approved for construction in the absence of approved forest management and operating plans for the relevant forest management units, or a regional road system plan approved by the Resource Development Secretariat. These documents should, of course, have been open to public review.

2. In fulfilling its obligations under the Environmental Assessment Act, specifically in relation to forest management, the MNR should either provide for automatic bump-up of controversial road proposals for individual assessment in its class EA for forestry, or it should prepare a separate class EA for forest access roads.

3. Future federal-provincial forestry agreements should contain specific provision for public involvement in project screening and approval under the agreement as well as requirements that the needs of all users of the forest be considered in project funding decisions. This could be accomplished by either providing for public input to the federal-provincial management committee, or requiring approval for road proposals at the District level before the committee can approve funding.

4. Interested parties should be invited to participate directly in the development of alternatives to the proposed road for public review and the terms of reference for any related feasibility or evaluation studies undertaken.

5. Any final version of the Affleck guidelines or day to day management policy for access roads, should be developed in conformity with the Forest Management Class EA and circulated widely for public comment before approval.

6. Where any significant public controversy persists regarding a proposed resource access road, prior to the approval of the Forest Management Class EA, the proposed undertaking should be subjected to an individual environmental assessment.

4.4. Forest Management Agreements (FMA's)

4.4.1. The importance of FMA's

FMA's are a giant experiment in public policy, as the Commission well knows. Designed to achieve large scale forest renewal, they are significantly entrenching existing patterns of tenure for the pulp and paper industry. By 1985 the MNR expects to have signed roughly 30 agreements covering much of the productive forest land in Ontario. The public share of the bill for this program will be in the order of $2-300 million per year by that time, according to the Ministry calculations discussed during the Estimates debate of June 1982.[8]

The MNR presents FMA's as a mere extension of existing rights of tenure involving no land allocation decisions and, therefore, of no consequence as far as land use planning is concerned. This is grossly misleading. First of all there is no necessity for FMA boundaries to follow licence

boundaries. Secondly, some portions within the overall FMA area are excluded from the FMA for other uses and this is surely an allocation decision. Finally, if land use planning is to be comprehensive and useful it must, at some point, come before FMA's which address the needs of one use. Given the Ministry's acknowledgement that existing timber limits are problematical in terms of maintaining efficiency in the industry, it makes sense for the rearrangement of priorities to happen now.

The significant point of all this for public participation is once again that the specific procedures adopted for involvement in FMA's will be of limited effectiveness, so long as the entire sequence of overall land use/resource management decisionmaking is irrational.

4.4.2. Past League involvement

Recognizing the importance of FMA's and their impact on future land use patterns in Northern Ontario by tightening existing licence commitments, the League was among the first organizations to press for direct public inolvement in their approval process. The Spruce River Road FMA was the first to allow limited comment and the League submitted one of the significant briefs. In it we pressed the government to withhold approval of any additional Agreements until the land use planning program was completed.

4.4.3. Existing involvement procedures

There is no official public participation policy for FMA's at the present time, although a draft policy (TS 06 01 13) is working its way through the Ministry. The basic process it sets out calls for local public notice of the intent to sign an FMA roughly six months before the expected date of signing; one or more open houses with a display focussing on proposed exclusions and copies of the draft Agreement available; and receipt and acknowledgement of public comments and submissions from the date of notice and until three weeks following the open house. Written acknowledgements are to inform the intervenor of any changes to the FMA.

4.4.4. Shortcomings and recommendations

The major concern with involvement procedures is that citizens are introduced to a draft FMA without any indication of its context - that is how it relates to overall resource management and land use planning objectives, policies and issues for the region. Likewise there is no clear indication

at that time, that the management of the area will proceed following the Agreement. In view of the technical nature of the language and subject matter, as well as the fact that public input commences very late in the process, it is little wonder that many people find the Agreements difficult to evaluate.

Much of the public interest in FMA's has centred on: a) their effectiveness in ensuring that future forest management activities in these areas is carried out on sites suitable for sustained yield production; and b) exclusions from the agreement area for other uses. Unfortunately very little information on these subjects is presented at the open houses - at least those we know of. For example, no soils map or map of non-productive lands were available for the Spruce River Road FMA open house. Nor was any rationale displayed or written up for the particular exclusions proposed. (We have already noted the Ministry's failure to answer our query on this matter). This is unsatisfactory to say the least, particularly the lack of an Annual Allowable Cut figure, which is the cornerstone of management planning.

RECOMMENDATION

1. No new Forest Management Agreements should be signed or brought forward for public review unless accompanied by a draft 20 year management plan and an Annual Allowable Cut figure.

2. MNR draft policies which set out the procedure for preparing and approving a Forest Management Agreement, including that for public participation, should be circulated for public comment. The public participation policy should include a procedure for determining circumstances in which FMA's should be subjected to an individual environmental assessment.

3. The MNR should prepare, for wide distribution, a document which explains in plain English and visuals the components of an Agreement and the contents of the Forest Management Manual. This document should be compatible with displays at open houses and the existing FMA brochure. It should be written from the standpoint of enabling individuals to assess the implications of an individual FMA for their interests.

4. The absolute minimum public involvement process which should be foll-

in future FMA's is:

1) Upon completion of the Draft Agreement:
   -60 days notice of the public meeting(s) to be given in regional media, and direct mailings sent out to parties on the Head Office mailing list
   -notice to include location of relevant documents
   -on the same day as notice is given, all information relevant to the preparation of the draft FMA, including parks plans, to be made available for viewing and copying at cost at the appropriate District, Regional and Head Offices. A summary list of all these documents to be supplied as well.

2) Two weeks prior to meeting(s)
   -public reminder in regional media

3) At the public meeting(s)
   -competent government and company officials to be present to answer all questions
   -format to be informal question and answer, with audio-visual presentations as suitable, and covering all existing uses and potential uses (including rationale), of area in question

4) One month after the meeting(s)
   -written submissions due and available to the interested parties

5) Upon Ministerial approval
   -public statement/report issued announcing approval, the nature of public comment, and rationale for decision taken.

4.5. Land Use Plan Implementation

4.5.1. The importance of implementation

The Commission is fully aware of the history and controversy surrounding the MNR Land Use Planning Program. To date the focus of public attention has been firmly fixed on the content and contentious issues of the plans themselves as well as significant ambiguities in the planning process, especially how public opinion will influence the outcome. Little attention has been given to the issue of implementation, possibly because parties to the discussion so far,see the approval of targets and zones for various uses as the end of the storm.

In our view, given the uncertain status of the plans, their vague language and the Minister's repeated emphasis that they will function as administrative "guidelines" not "blueprints", the full measure of these documents will be found in how they are applied over time.

Given the degree to which proposed parks have been dragged out centre stage throughout the recent stages of land use planning, a strong argument could be made that once new park decisions are announced the land use plans will gather dust for the next 20 years. Certainly, FMA's and the forest management planning system, together with forest production policy, display sufficient momentum to continue as the dominant de facto "planning" effort. The Indian fishing agreement, constitutional discussions and tripartite negotiation process show no sign of taking a back seat to MNR land use planning as a forum for addressing the interest of Indian people. The list could go on for other resource user groups and government programs whereby the final and, arguably, most fundamental component of comprehensive development planning undertaken for northern Ontario simply fades away.

We hope this scenario will not materialize and we hope the RCNE will not consciously or unconsciously help to bring it about. Coherent and comprehensive land use and resource planning is essential to the long-term viability of the Northern Ontario economy and environment.

4.5.2. Past League involvement

The League is fully aware of the many problems which the SLUP, DLUP and WPLUP exercises have highlighted and embodied. In fact we have probably done as much or more than any single non-government organization to criticize and propose improvements to the process. This action has sprung from our concern that the process evolved in a way which treated new park proposals fairly vis a vis other program targets. It has also sprung from a realization that conflicts between competing users over a shrinking resource base will only be resolved in favour of long-term conservation and sustained yield management, rather than a short rush for the spoils, if a sound planning policy is established. Our proposal to the Minister of Natural Resources in Appendix 4 was intended to serve this purpose during the crucial phase in the on-going planning effort.

In addition to this input, the League's priority concern for conservation policy (including but not restricted to parks) has prompted efforts to encourage members to develop awareness and skills at the local level of land use planning while staff and Board members have devoted considerable effort to initiating constructive dialogue with other user groups. On both levels the land use planning program has proven useful, from a long-term perspective, in stimulating important public discussion.

4.5.3. Existing involvement procedures

The approved SLUP for Northwestern Ontario states that its policies will be reviewed every five years or at other times as "initiated by the public upon application to the Regional Director." Furthermore it states that "prior to any amendment to the policies contained in this plan, the Ministry of Natural Resources will seek public comment to determine the suitability of the proposed amendment." (Emphasis added.) Official amendments are to be followed by regional public notices.[9]

The SLUP for Northeastern Ontario includes much the same commitment except that the Ministry says it "may" rather than "will" seek public comment.[10]

We understand that the final DLUPs now being drafted will echo the above statement and add one additional distinction, that is, between major and minor amendments.

Minor plan amendments can be made at any time at the discretion of the District Manager, apparently without public notice. Major amendments are defined as those which would: (a) significantly affect more than one Ministry program, (b) result in a significant policy change in any program, or (c) result in a significant negative public reaction. Major amendments will only be made by a process similar to the overall process for land use planning including public input.

No other indication has been given, to our knowledge, of how the public might be directly involved in implementing the Ministry's plans.

4.5.4. Shortcomings and recommendations

Notwithstanding the often controversial and inadequate contents of the draft

plans, from a public participation perspective the biggest problem with the entire exercise and the plans is their ambiguity. What is/will be their functional role and impact on Ministry program planning and day-to-day operations? What formal authority will the plans have in this regard? How will plan policies with no specific targets, discretionary application, and no implementation timetable during the planning period be implemented? How will progress be measured?

Before these questions are answered, it seems somewhat academic to talk of specific public involvement procedures for plan implementation. This seems especially true given the equally ambiguous, not to mention discretionary, public review provision outlined above. We cannot see how the ordinary citizen, or organized interest group, has any stronger base or straighter avenue of intervention in Ministry affairs with the plan than without it.

Clearly these and other related questions have led to the Commission's request for a deferral of final approval for the plans until some answers are forthcoming.

While we share many of the Commission's concerns, we must reluctantly differ with its strategy. There are several reasons which we feel compelled to state, particularly given the possibility that new formal hearings may extend the life of the Commission and postpone its recommendations indefinitely.

First of all, we believe that reading the entrails of the land use planning program is an exhaustive project with no certain end - somewhat like peeling an onion. In our view, the Commission's highest calling and expertise lies in another direction than that of re-drafting imperfect land use plans. By and large, the problems which these plans clearly exhibit (and internal reviews, such as the Douglas report, acknowledge) are a direct expression of fundamental weaknesses and biases which pervade the MNR from top to bottom. Going on a fishing expedition with SLUP will lead to the mandate of the MNR. This is not bad, in our view, because we think it needs some basic reworking. However, we think the RCNE should address the problem directly and fundamentally with recommended changes to the way the Ministry develops policy, not continue to pore over the thousands of pages of an exercise which is essentially a mirror of narrow, unco-ordinated, exploitive resource policy. The

fundamental changes needed to MNR's approach, such as the development of better legislation, will take long enough to realize with business proceeding as usual all the while, so the Commission should move quickly with the knowledge it has accumulated.

A related second point is that for public interest and trust to be restored to the Commission's work, it is imperative that it not be seen to be dotting i's and crossing t's on administrative documents when its primary function is to make recommendations on development philosophy, priorities and decisionmaking in line with the stated interests of northern residents. The environmental assessment process, in our view, can be and should be an effective basis for evaluating the land use planning exercise and the Commission should endeavour to see this process applied, with due regard to the Commission's recommendations, rather than attempting to pinch hit for environmental assessment itself. As of this writing, the application of the Environmental Assessment Act to the West Patrica plan hangs in the balance, we understand. The Commission should press for its application publicly.

Thirdly, to challenge the land use planning process in the way the Commission has is to play right into the hands of all those in and outside of government who are perfectly content to do without <u>any</u> effort at comprehensive planning and who will quite happily pursue their interests as they always have while SLUP is sidelined for the Commission's benefit. The only reason, so far as we can see, that the Commission has had any opportunity to even see a completed draft of the land use plans is the determination of the Minister of Natural Resources to get on with the job. We don't support the manner in which it has been done, nor do we wish to speculate on the motives. Nevertheless the commitment needed for action to occur has been there. How long it will remain, for instance under a new minister, is an important question and one we believe the Commission should be concerned with and attempt to press for a legislative answer.

Finally, whatever its flaws, the planning program is an important evolutionary step for a major institution. It is a step which should be quickly followed by another etc. We believe it is the Commission's primary respon-

ibility to recommend how additional steps should be taken to reflect the interests of northerners. This means recommendations are needed on both the direction (development strategy) for the process to move in and the means for ensuring rights and opportunities for those interests to continue to influence the direction. The current round of land use plans are only a beginning, not the end of the line. Their vagueness alone makes this clear. Their real significance will lie in their implementation and we believe that the Commission should focus its energies on this matter, working to ensure at the same time that the environmental assessment process provides a forum for making this beginning thoughtful and responsive to the public interest.

RECOMMENDATION

1. The RCNE should endeavour to submit its final report by June 30, 1983 deadline projected by the Commissioner. If for any reason this does not happen and the Commission intends to press for a deferral in the land use planning program beyond that date, then it must also seek a general moratorium on all development north of 50^{o}. (Otherwise we believe it will merely find itself sitting on the sidelines studying a poor and fading fantasy while business in the real world continues unchanged and real public involvement via the Commission will be largely irrelevant.)

2. The RCNE should do everything in its power to ensure that the West Patricia land use plan is subjected to a full, thorough review under the Environmental Assessment Act. The results of this process should shape the preparation of the Moosonee District land use plan in 1985.

3. The Commission should do everything in its power to immediately resolve the stalemate between MNR and MOE regarding the status of the land use planning program under the EA Act.

4. The Commission should recommend a level of authority and formal status (i.e. legislation) for the MNR land use plans adequate to the long-term sustainable resource management purposes of policy co-ordination and the need for on-going, effective public involvement.

5. The MNR should develop a specific operational policy on public participation for the land use planning program. Its procedures for plan review and amendment should establish an appeal mechanism independent from the Ministry, i.e. comparable to that under the Planning Act. The District Manager's discretion to make minor amendments without public notice should be removed.

6. The MNR should establish permanent District and/or regional as well as provincial public advisory committees comprised of various user group representatives and the public at large to monitor on-going implementation of the land use plans.

7. Implementation plans identifying specific action and corresponding deadlines should be prepared immediately to accompany all approved land use plans. The relevant Ministry offices should prepare an annual status report.

5.0. Environmental Assessment

5.1. Environmental assessment and public participation in Ontario

5.1.1. The purposes of environmental assessment

The environmental assessment legislation and/or procedures, which have been adopted in many jurisdictions in the past two decades, serve two important but somewhat different purposes: environmental protection and open decision-making. The environmental protection intent is clear. In Ontario's Environmental Assessment Act (section 2), the goal of the Act is stated to be that of ensuring "the betterment of the people, by providing for the protection, conservation and wise management of the environment". Environmental assessment is often considered and administered as part of a package of measures to avoid and correct environmental abuses. Other vehicles are used to require abatement of existing pollutant discharges, proper management of environmental hazards, adequate testing of new products, etc. The role of environmental assessment is prevention of future environmental abuses from new projects and activities.

The demands of the first purpose are met by measures requiring careful and comprehensive assessment of the nature and potential effects of proposed ventures before these ventures are approved. "Environmental assessment" is therefore a misnomer. What is really involved is project (or activity) assessment. In order to ensure that this assessment is thorough and accurate where factual matters are involved, and that the treatment of more subjective matters (values, preferences and interests) is reasonably open and fair, environmental assessment relies on public review of an impact assessment document prepared by the proponent.

Public involvement is a central aspect of the process. Moreover environmental assessment proceedings are usually the chief, if not only, means of providing for public involvement in decisionmaking on the acceptability (and most desirable means of carrying out) proposed projects and activities. Environmental assessment is therefore the vehicle for public consideration of proposals which will affect the social and economic, as well as environmental future.

The combination of these two purposes is, in our view, laudable. It not only provides for a public role in the evaluation of proposed projects and activities but does so in a way that requires sensitivity to environmental

concerns. By doing so it furthers the cause of democratic decisionmaking at the same time as it encourages consideration of longer term interests.

What remains unclear is the relation between public project evaluation through environmental assessment and more comprehensive planning. Some attempts are made in Ontario, including the portion of the province north of 50° to approach potential land use conflicts and other problems through somewhat integrated planning efforts. As is indicated in other sections of this submission, we have found these efforts to have been limited in scope and seriously deficient from a public participation perspective. Certainly no adequately comprehensive and public planning process is currently in operation. In the absence of such planning, the future is approached more or less haphazardly, with individual area or project-specific decisions providing blindly incremental steps to an uncertain destination.

Because of this, public involvement in environmental assessment proceedings often provides the best available means of influencing the pace and direction of change. Conversely, failures to carry out public environmental assessments often mean a denial of any effective opportunity for public involvement in what may be, over the long term, the most crucial public decision.

RECOMMENDATION

1. The League is convinced that environmental assessment of individual projects and activities should proceed within a policy framework that is itself the product of an open policy making process. (This is especially important north of 50°. Detailed comment on this matter is beyond the scope of the submission. We would, however, refer the Commission to the brief of the Conservation Council of Ontario concerning "An Ecologically Sound Approach to Development".)

5.1.2. The definition of the environment

The need to permit public review of matters affecting both the human and natural environment fits well with the reality that there is no easily identifiable restrictive boundary around what is "natural" or "the environment". Recognizing this, the Government of Ontario chose, wisely in our view, to adopt a broad definition whereby "environment" includes:

i) air, land or water
ii) plant and animal life, including man,
iii) the social, economic and cultural conditions that influence the life of a man or a community,

iv) any building, structure, machine or other device or thing made by man,

v) any solid, liquid, gas, odor, heat, sound, vibration or radiation resulting directly or indirectly from the activities of man, or

vi) any part or combination of the foregoing and the interrelationships between any two or more of them.[11]

Adoption of this broad definition, especially the social, economic and cultural elements, means that the assessment of environmental impact and the evaluation of project proposals rest heavily on the nature of public perceptions and attitudes about what is important, desirable or acceptable. This would be true even if a narrow definition of the environment had been used. Decisions would still have to be made on how much or what kinds of environmental degradation are tolerable, at least in anticipation of specified compensatory benefits. But the explicit inclusion of social, economic and cultural factors makes it clearer that the fairness of the assessment and evaluation must rest heavily on the way values, preferences and interests are revealed, considered and weighed in the decision making. In other words, inclusion of these factors underlines the importance of effective public participation in environmental assessment proceedings.

5.1.3. The need for public participation in environmental assessment in Ontario

Public participation in environmental assessment proceedings is crucial for three reasons.

i) Environmental assessment usually provides the only significant opportunity for public involvement in decisions affecting the future social economy and environment. This is very often true with regard not only to the effects of individual projects but also to the incremental contribution of individual projects to the general direction of change.

ii) The decisions involved are unavoidably subjective. While great emphasis may be placed on factual descriptions of the environment to be affected and the nature of potential impacts, the accompanying analyses and conclusions will inevitably be influenced by the values and preferences of the interests represented.

iii) Environmental assessment proceedings are essentially adversarial. That is, they involve a proponent, who makes submissions in support of a project or activity and rely on other parties to provide a critical review of the proponent's submissions in the public interest. At present, the proponent is almost always a government ministry or agency. Consequently if an adequately independent critical review is to be ensured, effective public involvement is necessary.

The Ontario Environmental Assessment Act does provide for public involvement. It also includes some measures intended to facilitate this involvement by, for example, setting out specific requirements for public notice and access to information. These measures are laudable. Unfortunately they are insufficient to ensure adequate opportunity for public participation in environmental assessments or to ensure that this participation is effective when opportunity is provided.

The following discussion will cover the limits to public involvement in environmental assessment in Ontario in two categories. The first category comprises limits on opportunities imposed by restrictions on what projects and activities are subjected to thorough environmental assessment under the EAA. The second comprises limits on the effectiveness of public participation when a proposed project or activity is submitted to review under the Act.

5.2. Limits to what is subject to public environmental assessment

Formal environmental assessment proceedings under the Environmental Assessment Act are logically appropriate for every proposed project or activity that may have significant environmental impact, broadly defined. Any exceptions to the application of the Act in such cases detract from the purposes of environmental protection and open decision making.

This does not mean that exceptions are inconceivable. There may be demonstrably legitimate reasons for phasing-in application of the Act to certain categories of activities, and for exempting desperately pressing individual projects from full proceedings under the Act. It is, however, crucial that any such exemptions be clearly temporary or exceptional. Moreover, the decision making concerning exemptions should be designed to ensure effective, efficient and fair application of the Act.

If the Act is to be an effective tool for environmental protection, avoidance of full proceedings under the Act must be not only generally brief and unusual, but especially rare where major environmental impacts are anticipated. If efficiency is to be served, special efforts must be made to ensure that the most demanding assessment requirements are imposed where the most worrisome potential impacts are involved (i.e. not where it is most politically or administratively convenient to impose assessment demands). And if fairness is to be ensured, decisions about the application of the Act must be based on the principle of equality (of all project proponents) before the law, and must be made and justified openly.

In our view, past decisions about the application of the Environmental Assessment Act have not led to effective, efficient and fair use of the environmental assessment tool in the province. The nature and implementation of the Act have allowed large and important categories of environmentally significant projects and activities to proceed without environmental assessment. Phasing-in provisions have been unduly prolonged. The granting of exemptions to individual projects and whole classes of activity has been more the rule than the exception. The main categories of these problems will be discussed briefly below.

In the context of concerns about the general inadequacy of provisions for public involvement in land use decisions, it is important to recognize that the poor record of the Environmental Assessment Act application is both a cause and a result of inadequate public participation provisions. Clearly, public involvement in environmental assessment is denied when the (categories of) undertakings in question are exempted from Environmental Assessment Act requirements. But we believe that the absence of an established public role in decision making about the application of the Act has been a major factor contributing to the ineffectiveness, inefficiency and unfairness of the current approach to environmental assessment designation and exemption in Ontario. We will therefore recommend public participation opportunities guaranteed through proper establishment of an Environmental Assessment Advisory Committee as a major step toward ensuring adequate opportunities for public involvement through greater and more effective, efficient and fair application, of the Environmental Assessment Act.

5.2.1. Broadening the application of the Act

The Government of Ontario announced its intention to introduce environmental assessment legislation in the 1972 speech from the throne. However, the Environmental Assessment Act was not proclaimed in force until October 1976, and it was not until April 1980 that the first public hearing was held under the Act. Clearly there has been no precipitous move to impose instant application of environmental assessment requirements. This in itself is not necessarily regrettable. It is important for proposed legislation to be given careful consideration. It is reasonable for a transition period to be allowed before the law is applied fully. But effectiveness, efficiency and fairness demand that the transition period be clearly specified and brief and that rapid progress is made to the goal of universal application of the Act's requirements to all proponents of environmentally significant projects.

This has not been the case in Ontario. The Environmental Assessment Act has not been applied to private sector undertakings, except for those specially designated by regulation, and only four private sector projects have been so designated since the Act was proclaimed. Public sector undertakings are subject to the Act unless exempted by regulation, but exemptions have been numerous and sweeping. There are at present no provisions for public involvement in decisions about the designation of private projects or the exemption of public ones.

The goals of environmental protection and open decision making provide no reason for distinguishing between public and private ventures. For administrative purposes (e.g. concerns about overloading a new agency), there may have been some kinds of public and private projects which are not expected to involve severe and contentious impacts. But we do not believe that exemption decisions should ever have been based on the environmentally irrelevant public-private distinction. Moreover, we are concerned that the six years and more that have passed since the Act was proclaimed have provided an ample period for phasing-in its application to all environmentally significant undertakings.

RECOMMENDATION

2. The Environmental Assessment Act should be amended to apply equally to private and public undertakings.

3. All categories of private and public undertakings which may have significant environmental impact should be made subject to environmental assessment requirements, including provisions for public involvement in project evaluation, by the end of 1983.
4. After the end of 1983 no exemption of any project from full environmental assessment proceedings should be allowed on grounds of "advanced stage of planning".

5.2.2. Exemptions and related problems

Several problems will remain after universal application of the Act is assured. In each case provisions for public participation will be needed. These problems generally concern the making of decisions about which undertakings can be exempted from full proceedings under the Act, about which categories of undertakings can be handled adequately through streamlined proceedings (espially class assessments), and about which undertakings within a class assessment category ought to be "bumped-up" and subjected to full assessment requirements.

The Environmental Assessment Act now leaves such decisions to the discretion of the Minister of the Environment. There has been broad dissatisfaction with the way this discretion has been exercised. Projects with evidently significant environmental implications (e.g. the Darlington Nuclear Generating Station and the Atikokan Coal Thermal Generating Station) have been exempted on the basis of arguments about advanced planning and urgent need which were subsequently shown to be ill-founded. Road construction projects have been exempted "in the public interest" on the grounds that election promises for expeditious work had been made. And important categories of activities (including Crown land forest exploitation projects of particular importance north of 50°) have been granted extended temporary exemptions.

The League believes that while the ultimate decision making responsibility ought to remain with the Minister, and the elected government of which he or she is part, the discretionary provisions of the Act should be exercised in an openly rational and informed manner.

RECOMMENDATION

5. An Environmental Assessment Advisory Committee should be established to act as a public screening body to oversee the implementation of the Environmental Assessment Act and especially to advise the government of Ontario on the use of discretionary powers under the Act, including

those concerning exemptions, designations and class assessments.

Establishment of such a Committee was recommended to the Premier of Ontario by the Conservation Council of Ontario in May 1981. In July 1981, the Premier responded with a commitment to create such a public body to screen exemptions. However no review committee has yet been established and vague recent statements by the Premier and the Minister of the Environment suggest that the government continues to be hesitant to allow effective involvement in exemption and designation decision making.

Through the Conservation Council of Ontario and on its own, the League has played a central role in advocating the creation of an Environmental Assessment Advisory Committee that would serve both environmental protection and open decision making goals. In May 1981 the League submitted to the Premier a list of 13 proposed members for the Committee.

The League is convinced that especially if the Committee is to address the contentious exemption issue usefully, it will have to operate in a manner clearly free from any taint of political interference. The Committee will have to be able to show that provisions for public involvement in exemption and designation decision making are not mere public relations gestures. It will, consequently, have to be independent of and respected by all government agencies as well as private project proponents. A further point is that the Ministry of the Environment is often regarded as a relatively junior ministry that threatens the established responsibilities of other ministries.

RECOMMENDATION

6. The Committee members should be clearly independent of political and ministerial ties and the Committee should report to the Premier rather than to the Minister of the Environment.

It is also important to ensure that committee deliberations and recommendations are based as much as possible on consideration of concerns relevant to the proper implementation of the Act, and consistent with the purposes of the Act.

RECOMMENDATION

7. The Committee should be required to develop, in consultation with industry government agencies, public interest groups and concerned individuals, a set of evaluatory criteria for use in judging the likely environmental significance of proposed projects and in determining

where exemptions, class assessments and full (bump-up) designations are appropriate.*

8. These criteria should be made public and formal inclusion of the criteria in regulations under the Act should be considered.

9. The Committee should operate in an open and public manner. It should provide justifications for the decisions and recommendations it makes; it should ensure that members of the concerned public have timely and convenient access to relevant information, including Committee recommendations and justifications; and it should provide for effective public participation through appropriate measures to ensure adequate funding and access to expertise.

10. Committee deliberations and recommendations on exemptions and bump-up designations should always precede final decisions by the Minister of the Environment or the Cabinet on the issue at hand.

Use of the Committee to provide adequate opportunity for public participation in decision making on exemptions, class assessments and bump-up designations, will entail broader changes in provisions for public notice and public involvement in the early stages of the environmental assessment process. (These changes are discussed in section 5.3. below)

RECOMMENDATIONS

11. Measures are needed to require the earliest possible public notification of planned undertakings including, especially, those which are of uncertain environmental significance.

12. Proponents of every undertaking which may possibly be judged to pose environmentally significant impacts should be required to submit a "pre-screening document". This document would describe the undertaking (provide a justification for it in light of the need for an alternative to the project), and include a preliminary evaluation of potential environmental effect.

13. Public notice of and access to pre-screening documents should be ensured.

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* These recommendations are presented as a single package. It is therefore assumed here that all public and private projects of environmental significance are subject to the Act. Insofar as this continues not to be the case and private sector projects must be specially designated, the Environmental Assessment Advisory Committee should consider and make recommendations concerning the designation or non-designation of private undertakings.

14. Where a proponent choses to apply for a permanent or temporary exemption (or an extension of an existing temporary exemption), public notice of this application should be required within 10 days of Ministry receipt of the application. All reasonable efforts should be made to ensure that the notice reaches potentially affected and concerned parties, including those in isolated communities.

15. Where copies of the pre-screening document have not previously been released, they should be made conveniently available at the time of this notice.

16. Recommendations by Ministry of the Environment staff to approve or reject an exemption application should be made public in a similar manner. These recommendations should be accompanied by reasons and should be based on the evaluatory criteria developed by the Environmental Assessment Advisory Committee.

With these changes in place the Environmental Assessment Advisory Committee can be used effectively as a vehicle for public participation in the review of exemption applications.

RECOMMENDATION

17. Following effective dissemination of notice of Ministry staff recommendations regarding an exemption request, the public and the proponent should be allowed a minimum of 14 days (extended where appropriate in light of communications limitations) to request a review of these recommendations by the Environmental Assessment Advisory Committee.

18. The Committee should also be empowered to initiate its own review of exemption recommendations.

19. Where no review is requested and the Committee agrees that no review is warranted, or where a request is submitted but the Committee has clearly specified reasons for rejecting this request (e.g. as frivolous and vexatious), the Committee should immediately inform the Premier and the Minister of the Environment, who may then decide to accept or reject the Ministry's recommendations.

20. Once a decision has been made to initiate a review, the Committee should be allowed 30 days to complete the review.

21. Committee review conclusions accompanied by reasons should be submitted to the Premier with copies to the Minister of the Environment, the proponent, and any party or parties that had requested a review. The Committee's report should also be made generally available and public notice of the conclusions should be ensured.

The most important role of the Environmental Assessment Advisory Committee would be to allow for public involvement in the review of proposed exemptions. Because exemptions may be requested largely because of desires to avoid delays due to environmental assessment proceedings, there have been concerns that allowing public review of exemption proposals would make undue delay unavoidable. Although the Committee envisioned here would be intended provide expeditious review, some time is required if adequate opportunity for public involvement is to be ensured. However, significant delay would probably be avoided in most cases by willingness to give earlier consideration of environmental issues in project planning and encouragement of such early consideration would be a laudable development. Moreover, the case record from past willingness to grant exemptions without public review suggests that in many important instances, exemptions lead to greater delays and inefficiences than full assessment requirements, either because the projects are allowed to proceed in the absence of adequate examination of their context and implications or because the resulting public uproar leads to greater delay than would have been needed to provide for a proper environmental assessment.

Public review of exemption applications will almost certainly mean fewer exemptions will be granted. More projects and activities will be submitted to public assessment. But as was noted in section 5.1.1. above, environmental assessment is in fact project assessment. Provision for public review of exemption applications will mean more projects are given thorough evaluation in the public interest prior to approval (if approval is found to be reasonable), and this evaluation will cover, for example, questions of need and technical feasibility as well as direct environmental impact. There is no shortage of examples of exempted projects that would have benefitted from closer examination and evaluation of such questions before approval was granted. The cases contributing to Ontario Hydro's very costly excess generating capacity are perhaps most instructive.

In cases where exemption applications are approved after public review, it will be arguable that unnecesssary delay was involved. However, it is also arguable after a loss that a losing wager should never have been made. Unfortunately judgements of this kind cannot be based on hindsight. A delay will be undue only if it was entirely evident before public review that no environmentally significant impacts were posed. The task of minimizing the likelihood or length of review delays, in cases that do not pose significant environmental impacts, is not an overwhelmingly difficult one, especially once the set of evaluatory criteria suggested above is in place.

RECOMMENDATION

22. While provisions to avoid undue review delay of proposed undertakings that clearly pose no environmentally significant impacts may be needed, these provisions should be based explicitly on the evaluatory criteria, and should not be allowed to compromise the breadth and effectiveness of public review of exemption decisions.

5.2.3. Class assessments

Class environmental assessments may serve two purpose. They provide for basic environmental evaluation of categories of projects and activities which pose problems that are sufficiently similar and minor that, more costly, full environmental assessment for each individual undertaking is unwarranted. They also provide a means of identifying the most important environmental concerns facing proposed projects and activities in the assessed classes. These identified concerns can be used as a basis for determining where individual assessments are needed and what factors should be emphasized in them.

Unfortunately there has been a tendancy, and will remain a danger, for class assessments to be prepared and accepted even though they cover a variety of activities with major and dissimilar environmental implications, and lack appropriate provisions for bump-up to full assessment requirements. Moreover, large categories of environmentally serious activities have been repeatedly granted extended temporary exemptions while overly comprehensive class assessments are being prepared. Perhaps the most worrisome case is that of the continuing "temporary" exemption of the forest management activities within the jurisdiction of the Ministry of Natural Resources. Forestry operations on Ontario Crown lands are obviously large scale activities, with inevitably major environmental implications. Moreover, the impacts may be expected to vary greatly with different forest management

practices and environmental conditions (e.g. soil, watershed and other site characteristics).

The League believes that the continued exemption of forestry operations from subjection to the Environmental Assessment Act, is among the most regrettable indications of the weakness of current implementation procedures. We agree that the past record of forest management, especially with regard to forest regeneration, indicates a need for an overall environmental assessment of this class of activity. But we are convinced that forestry operations cannot be usefully covered by a class assessment unless (i) there is clear recognition that, in this case, the class assessment is chiefly intended to serve the second purpose described above - that of identifying major concerns for determining individual assessment needs and desirable assessment emphasis and (ii) the class assessment is accompanied by strict bump-up provisions.

Because the problems identified in the case of forest operations are common, though usually less severe, in the use of the class assessment tool, we propose the following.

RECOMMENDATIONS

23. Every class assessment should be identified as serving one or the other of two possible purposes (i) ensuring basic evaluation of common or repetitive small scale projects with similar minor and predictable effects, or (ii) providing initial broad evaluation of the major problems associated with an identifiable class of larger scale projects with major but somewhat similar environmental effects.

24. All class assessments of the first kind should be accompanied by clearly defined "bump-up" provisions designed to ensure that exceptional and/or environmentally significant undertakings within the assessed classes are subject to individual assessments.

25. The adequacy of these bump-up provisions, and the designation of class assessments as belonging to the small scale category, should be subject to review by the Environmental Assessment Advisory Committee.

26. Class assessments of the second kind (those covering classes of larger impact undertakings) should not be considered adequate substitutes for individual assessment proceedings. Proponents of undertakings in such classes should be required to apply for specific exemptions for any activity within this class that the proponent believes is environmentally insig-

nificant or adequately covered by the class assessment. These applications should be handled as conventional exemption applications with provision for public notice and involvement and review by the Environmental Assessment Advisory Committee.

27. A class assessment, or a series of class assessments, of forest management activities on Crown lands should be treated as (a) class assessment(s) of this second kind.

28. Where a general class assessment covers both major and minor activities and the proponent believes not all should be subject to exemption requirements, the proponent should submit an application for general exemption of clearly defined, environmentally minor activities within the assessed class.

29. Temporary exemptions should no longer be granted to proponents preparing class assessments of the second kind.

5.3. Limits to public participation when projects are subject to environmental assessment

The second major problem area concerning public participation in environmental assessment decision making is that of inadequate provisions for public involvement in those cases for which environment assessment under the Act is required. Very briefly the current environmental assessment process for projects subject to the Act is as follows:

1. The Ministry of the Environment hears informally of a possible undertaking. Following the Ministry's Guidelines for Pre-Submission Consultation the Ministry officials encourage the proponent to inform and consult with potentially interested and concerned parties. The initiation and nature of any public involvement at this stage is, however, entirely at the proponent's discretion.
2. The proponent, who will have to prepare an environmental impact statement concerning the proposed undertaking, will consult the Ministry's General Guidelines for the Preparation of Environmental Assessments, and will usually have informal discussions with Ministry staff about more specific requirements. Sometimes formal project-specific guidelines will be issued. If so, these guidelines are published and made available to the public.
3. The proponent prepares an environmental impact statement following the guidelines.

4. The proponent submits the environmental impact statement. This eventually becomes a public document. The Ministry as a matter of policy attempts to inform interested and affected parties at this point, although only notice to the proponent and the affected municipality is legally required.
5. The environmental impact statement is subjected to a review by relevant government agencies, co-ordinated by the Ministry. When completed, the government review becomes a public document. Broad public notice of the completion of the statement and the review and their availability for inspection is not required. However it is attempted by the Ministry as a matter of policy.
6. The public has 30 days to inspect these documents in Toronto or in the Ministry office closest to the undertaking. The period may be extended by the Minister. During this period any member of the public may make a submission concerning the undertaking and the environmental assessment and review and request a public hearing by the Environmental Assessment Board on the undertaking. The Minister may refuse requests that he or she judges to be frivolous and vexatious or likely to cause undue delay. The Minister may also require further studies by the proponent, amend the environmental impact statement, or order a hearing at his or her own discretion.
7. If a hearing is to be held, the Minister may require the Environmental Assessment Board to consider the adequacy of the environmental impact statement, the acceptability of the proposed undertaking, and/or the desirability of terms and conditions on any approval. The Board must give "reasonable notice" of the hearing date to the Minister and the proponent and notify the public as well. Beyond the proponent, the Ministry and the person (if any) who requested the hearing, the Board chooses, at its own discretion, whom to recognize as parties to the hearing. The Board may require more convenient public access to the relevant documents.
8. After the hearing (there is no specified time requirement) the Board submits its decision, with reasons, to the Minister and other relevant parties. The Minister, with Cabinet approval, may, within 28 days, decide to vary the Board's decision or require a new hearing. This decision is announced publicly, with reasons.

The most important weaknesses in the processes are:

(i) the absence of firm requirements for public notice and involvement in the crucial early stages of the process, and

(ii) the absence of satisfactory provisions to ensure convenient access to information, sufficient time for public examination and consideration, and necessary access to resources for preparation and presentation of public comments and interventions.

5.3.1. Early stage public involvement

Early public participation in project design and evaluation is desirable for a number of reasons. Members of the interested and potentially affected public not only have a stake in the future that will be influenced by the undertaking but frequently have detailed knowledge of factors relevant to acceptable and efficient project design. Changes identified and made to accommodate public concerns or to recognize public-source information will inevitably be easiest and least costly if made at the beginning of project design work. Moreover, sincere efforts to encourage meaningful public involvement from the beginning of project development should reduce the likelihood of mistrust and intransigent opposition that often plagues environmentally controversial ventures. Early involvement may also help to identify quickly those projects that should never have reached the drawing board stage and thereby provide savings to all concerned.

In some cases, proponents may with some justification feel that early public notification and involvement merely gives project opponents more time to marshall their forces and arguments. From the point of view of the public interest and in light of the necessarily adversarial nature of environmental assessment proceedings (at least under current arrangements), there is reason to applaud measures allowing opponents an opportunity to be better prepared than they would otherwise be. Proponents, however, are likely to see their interest threatened. It is, therefore, naive to expect that exhortation alone will always be enough to ensure that proponents will act to engage in meaningful public discussions early in the proceedings. The Ministry's Guidelines for Pre-Submission Consultation, which strongly encourage proponents to engage in early public discussions, are certainly laudable. But, in our view, they are insufficient by themselves.

The League believes that both legal and policy changes are needed to provide for more regular and effective public involvement in the early stages of project and environmental assessment decisionmaking.

RECOMMENDATION

30. Every proponent should be required (as recommended above in section 5.2.2.) to submit a "pre-screening document" which would be made public and would be used as one basis for the design of project specific guidelines for the preparation of an environmental impact statement.

31. Specific guidelines (which may be more or less detailed depending on the needs of the case) should be prepared for each undertaking and the proponent in each case should be required to adhere to these guidelines.

32. The guidelines should, in all cases, include a section requiring a report on the nature and results of public consultation efforts in the preliminary project design stage and during the preparation of the environmental impact statement.

33. Inadequate attention to this section of the guidelines, or other evidence of failure to make serious public consultation efforts, should be accepted as a sufficient basis for rejecting an environmental impact statement.

34. The Ministry should provide notice of a proposed undertaking to the potentially interested and affected public as soon as possible and no later than the beginning of guideline preparation.

35. The guidelines should not be prepared on the basis of private negotiations between the proponent and the Ministry. Efforts should be made to ensure participation by members of the interested and affected public. Public notice of, and access to, proposed guidelines should be provided. Allowance should be made for public comment on these and Ministry revisions of guidelines within a reasonable period after their initial completion and publication. Particularly where people in isolated communities are involved, the definition of

a "reasonable period" for comment should clearly recognize existing communications barriers and limitations.

36. Public involvement in the setting of environmental assessment guidelines should be explicitly intended to consider the relations between the proposed undertaking and larger regional development and planning issues. Especially where an established context of relevant regional plans and sectoral policies is lacking, public discussion of proposed guidelines should be treated as an opportunity for discussion of the scope of the subsequent environmental assessment documents and deliberations with particular emphasis placed on the questions of "need" for the proposed undertaking and the kinds of alternative options which should be evaluated.

As was noted above in section 5.1.1., deliberations on individual projects often provide the only real opportunity for public involvement in more comprehensive planning. Indeed environmental assessments are relied upon as poor substitutes for proper planning. The same can be said of the relation between project specific environmental assessments and sectoral policy making (e.g. energy policy making). North of 50^{o}, where individual resource extraction and transportation infrastructure projects may often have overwhelming effects on regional development trends and options, early consideration of relations between projects and larger planning policy issues is crucially important.

5.3.2. Public participation effectiveness

As was noted in section 5.1.3. above, environmental assessment provides crucial opportunities for public influence over the directions of future changes. It also involves unavoidably subjective judgements and essentially adversarial proceedings. For each of these reasons it is not enough merely to provide opportunity for public participation. Effective public involvement should be encouraged and facilitated. Means of ensuring effective public interventions in assessment decisionmaking fall into three main categories: notice and convenient access to information; time for review and evaluation; and resources for preparation and opportunity (standing) for presentation of comments.

a) Notice and access to information

The need for, and means of, ensuring early public notice of proposed undertakings were covered in the preceding section. However there is an additional issue.

RECOMMENDATION

37. There should be provisions to ensure timely public notification of the completion and availability of the impact statement, the completion and availability of the government review, the date of the Environmental Assessment Board hearing, the Board's decision, and any appeals to Cabinet to vary the Board's decision.

The access to information problem is particularly serious north or 50° where community isolation and travel cost barriers are major factors. Provision of inspection copies of documents in Toronto and in district or regional offices of the Ministry of the Environment is not sufficient to ensure adequately convenient access to potentially affected parties.

RECOMMENDATION

38. Reasonably convenient as well as timely access (through local municipal offices, libraries and travel offices for example) should be ensured for members of the public to the pre-screening document, the guidelines for preparation of the environmental impact assessment, the environmental impact assessment document, the governmental review, written submissions, the Board's decision and reasons, and any government decision to accept or vary the Board's decision, to grant full or conditional approval to reject the proposal.

39. Where exemptions are considered, these notice and public information access requirements should also extend to exemption requests and reasons, written submissions to the Environmental Assessment Advisory Committee, and the Committee's deliberations and recommendations.

b) Time

The Act provides a 30 day period for public submissions and hearing

requests after a government review of an environmental impact statement is completed. While there is discretionary opportunity for extension of the 30 day period, this is not in our view a strong enough basis for confidence that sufficient time will be provided in all cases. Even for interested parties in major population centres suffering little from communication barriers, 30 days is barely sufficient time for review of relatively simple projects. Where complex projects or projects with complex implications and significant communication barriers are involved, as are typically the case north of 50^{o}, 30 days are clearly insufficient.

RECOMMENDATION

40. The time allowed for submission and hearing requests should be extended to 60 days. An accompanying provision for Ministerial reduction of this time to 30 days in specified situations would be sufficient to deal with cases where a 60 day period is clearly unnecessary.

c) Standing and funding

Only the project proponent, the Ministry and any person who requested the hearing are necessarily recognized as parties to the hearing and assured "standing" (the right to take part in the hearings). The Environmental Assessment Board may grant standing to other interested parties and, to its credit, the Board has in practice been consistently willing to grant legitimate requests for standing. Nevertheless, the League believes that, given the central importance of effective public participation in environmental assessment deliberations, this is not a matter that should be left entirely to the discretionary good will and wisdom of the Board.

RECOMMENDATION

41. The Environmental Assessment Board should be encouraged to continue its practice of granting standing to all potentially useful public intervenors. It should also be required, in the application of its discretionary power, to grant standing upon request from any group

or person that (i) may bring to the Board's proceedings a perspective or viewpoint which would not otherwise be presented, (ii) represents an interest which would otherwise not be represented, (iii) has the knowledge and ability to add to the Board's understanding of the nature and implications of the proposed project, or (iv) has previously demonstrated an interest in (some of) the issues raised. *

Unfortunately it is not enough to merely ensure that representatives of relevant public interests and concerns have a right to take part in the Board's proceedings and that these representatives are given sufficient time and adequately convenient access to the relevant information. Environmental assessment is, as noted above, an adversarial process. Proponents do not present their information disinterestedly. They are applying for project approval and while they may in some, perhaps many, cases exhibit some devotion to environmental protection, they usually also have other overriding priorities. Moreover, they are typically willing and able to devote considerable financial and technical resources to the preparation of arguments in support of their position.

Public interest intervenors are often relied upon not merely to present perspectives neglected by the proponent but also to provide any thorough critiques of the proponents assumptions, assertions, analyses and conclusions. They are, frequently, "the other side" on the adversarial contest. But rarely, if ever, do they have access to resources nearly equivalent to those of the proponent. This lack of resources may completely preclude participation by some important interests, particularly those which are currently most disadvantaged. It will often severely constrain the adequacy and effectiveness of those public interest representatives that are able to mount a limited intervention.

As a result of this resource disparity, proponents' submissions are less likely to be subjected to thorough review from relevant public perspectives. The goal of environmental protection is therefore less likely to be well-served. Moreover, where the affected public observes that the proponent is allowed a significant and unfair advantage in the

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* In this and other related matters the League follows and supports the comments and recommendations of the Canadian Environmental Law Research Foundation.

assessment process, public respect for the process and willingness to accept the resulting decisions will decline. The purposes of open decisionmaking are therefore also likely to be ill-served.

The solution to this is provision for funding of public interest participants. Such funding provisions have been recommended in a multitude of reports from a variety of jurisdictions.* The Ontario Ministry of the Environment has recognized the need for such funding in its April 1980 decision to provide funds for testimony by expert witnesses for Environmental Assessment Board hearings under the Environmental Protection Act and Ontario Water Resources Act. Public interest funding needs have also been recognized by important commissions of inquiry, including the RCNE, which is, no doubt, well aware of the special difficulties facing potential public participants north of 50^{o}, where transportation and communication costs are high, sources of background and technical expertise few and distant, and financial resources relatively scarce.

RECOMMENDATION

42. The Commission should recommend a set of specific provisions for funding of public participation in environmental assessment.

Our suggestions in this regard generally follow and support those of the Canadian Environmental Law Research Foundation. The main components of an adequate set of provisions for public funding are as follows:

RECOMMENDATION

43. The costs of providing for effective public participation should be borne by proponents through a special fund established for public participation. (This is consistent with the principle that all actual project costs, including assessment costs, should be "internalized" as costs borne by the project proponent.)

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* See, for example, Canadian Environmental Advisory Council, "Environmental Assessment and Review Process: Observation and Recommendations" in CEAC Annual Review 1979-1980; Economic Council of Canada, Responsible Regulation: An Interim Report (Ottawa, 1980) p. 28; Arthur Porter, Chairman, Report of the Royal Commission on Electric Power Planning in Ontario Vol. 8 (Toronto, 1980), p. 44 and K.F. Maurer, Public Participation in Environmental Assessment Hearings: An Analysis of

44. Proponent contributions to the fund should be mandatory and determined by application of an appropriate formula developed by the proposed Environmental Assessment Advisory Committee.

45. The public participation fund should be administered by the Environmental Assessment Advisory Committee.

46. The Committee should develop, through public consultation, guidelines for evaluation of funding applications, setting out priorities and criteria for the kinds of public participation costs to be met and the kinds of applicants to be funded.

47. In general, these guidelines should allow for funding of participation at all stages of the assessment process and put greatest emphasis on ensuring effective participation in the hearings by providing funding for access to expertise and preparation of thorough critiques.

48. The guidelines should recognize the funding needs of both local community groups and established public interest organizations. Funded groups should clearly lack sufficient funds to represent that interest adequately without special assistance. In developing funding guidelines the Environmental Assessment Advisory Committee should also refer to the above-mentioned considerations for the granting of standing.

49. The Committee should endeavour to make its funding decisions early enough to allow effective planning and preparation by fund recipients. But the Committee should also retain sufficient flexibility for meeting unanticipated requirements at later stages in the assessment process.

50. The Committee should develop and implement clear and effective provisions to ensure accountability on the part of fund recipients.

Current Practice in Canada and the United States with Proposed Options for the Ontario Environmental Assessment Board (Toronto, 1979), chapter 7.

6.0 Prospects for change

In presenting the Commission with a wide range of recommendations for improving public involvement in land use and resource decisions, the League is well aware that northern alienation from decisionmaking persists despite similar proposals in the past. The issue is caught in a rather vicious circle. Since the quest for more effective involvement requires at least marginal redistribution of power away from the centre to the periphery, it is unlikely to be received positively by the central institutions. Accordingly, it will have to be demanded by a broad enough constituency to wield political, if not economic, power of its own. For this to happen a high degree of consensus is required within this constituency as to the ends to which any redistributed power will serve.

In our experience, this consensus has not yet emerged in northern Ontario, largely due to the fact that northerners embody as wide a spectrum of interests as the entire Province. A very pragmatic provincial government has done little to alter this situation, its often uncoordinated programs targetted to specific "brush fires" in such a way as to reinforce divisions among various interest groups. (MNR land use plans demonstrate this tendency in the way targets are presented.) So the focus needed for the definition of common purpose to occur is missing, leaving interest groups to jockey with each other for favourable government consideration.

At this point the Commission remains, if for no other reason than its mandate, the single most important avenue of potential change. But for it to intervene effectively will require a high degree of support from the broad array of northern interests. Furthermore, a wide variety of changes to decisionmaking processes are necessary if more than superficial efforts at public participation are to develop, from both government and citizen perspectives.

In this report we have offered what we believe is an integrated package of proposed changes to decisionmaking, focussed on key northern issues. Together with recommendations from other groups and individuals which treat the theme of participation, our proposals should enable the Commission to develop a strong agenda for its final report to government.

As to the matter of support for the Commission, we believe that the prospects for deliberately building a strong constituency at this point are limited. Instead the substance of the final recommendations it submits will determine the extent to which it becomes the staging ground for continuing demands for greater northern involvement.

Regardless of this uncertainty, the Commission has amassed sufficient information to present a strong argument to the government for fundamental improvements to land use planning and public involvement. There is little question, in our view, that resource constraints can be expected to increase in the coming years with the inevitable result of increased conflict between various interests. Setting aside any other enlightened consideration of long-term public interest questions, the government will inevitably find this conflict to be politically volatile and de-stabilizing. (The blow-up over the Indian Fishing Agreement speaks to this point.) In other words, we believe the Commission can and should appeal to the government's own self-interest.

This appeal should be particularly strong in regard to the Commission's recommendations on the application of the Environmental Assessment Act to MNR programs, especially the West Patricia Land Use Plan and Forest Management. If the outcome of these reviews is unsatisfactory to northerners, or, worse still, if they are exempted, prospects in the field of public participation and conflict resolution will be dimmed for a long time.

Finally, we stress that our recommendations reflect various means for improving involvement which must be pursued together, recognizing that public participation is more than a procedure for canvassing public opinion. When adversarial situations are unavoidable, the decision process must provide a structure for adversarial debate. Where consensus is desirable and possible, complementary forms of public-government communication must be available. Above all, the citizen's right of access to either process must be upheld. We believe the all-important element of trust will most likely appear once this condition is met, not before.

7.0 Notes

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2. Armson, K.A., Forest Management in Ontario, Ministry of Natural Resources, 1976, p. 2.

3. Legislature of Ontario, Hansard,Second Session, Thirty-second Parliament, February 3, 1983, No. 199, p.7155

4. Pope, Hon. Alan, press release, September 26, 1980 (Minister without portfolio).

5. Addison, W.D., WPLUP: Looking forward or Stepping Backward, Parks for Tomorrow, for the RCNE, December 1982, p. 60.

6. Ministry of Natural Resources, Northwestern Ontario Strategic Land Use Plan, May 1982, p. 9.

7. Ministry of Natural Resources,"Ministry of Natural Resources Operating Guidelines for Locating Forest Access Roads and Managing Forest Reserves", no date, p.10.

8. Legislature of Ontario, Hansard, Second Session, Thirty-second Parliament, No. R11-R17, June 9-23, 1982.

9. Op. Cit., Ministry of Natural Resources, p. 62.

10. Ministry of Natural Resources, Northeastern Ontario Strategic Land Use Plan, May 1982, p. 56.

11. Government of Ontario, The Environmental Assessment Act 1975, January 1978, p. 1.

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9.0 Appendices

Appendix 1

CRITERIA FOR INITIATING PUBLIC INVOLVEMENT IN PLANNING ACTIVITIES

The following questions are intended to alert officials to the need for initiating public involvement.

Generally:

* Is there a history of public interest in the issue?
* Are there adverse social and economic impacts?
* Are these impacts long term or short term?
* Are the consequences irreversible or irretrievable?
* Is there potential for widespread controversy?

More specifically, might the policy or planning activity:

* conflict with the environmental goals objectives, plans, standards, criteria or guidelines adopted by the Province or the community where the project is to be located?
* necessitate the irreversible commitment of any significant amount of non-renewable resources?
* pre-empt the use, or potential use, of a significant natural resource for any other purpose?
* result in a substantial detrimental effect on air or water quality?
* be a pre-condition to the initiation of another policy on planning activity?
* generate secondary effects (e.g. land development, population growth) likely to significantly affect the environment?
* establish a precendent or involve a new technology, either or which is likely to have significant environmental affects now or in the future?
* substantially change the social structure or demographic characteristics of the surrounding neighbourhood or community?
* adversely affect human health?

SOME PUBLIC PARTICIPATION ALTERNATIVES

	DESCRIPTION	PURPOSE	ADVANTAGES	DISADVANTAGES	WHO IS TALKING TO WHOM?
ied					
	the exercise of rights of citizens to sue agencies and individuals for failure to enforce the law	to ensure that laws are obeyed	(1) bring public approbation to bear on opponent (2) a decision is reached (4) public record	(1) rights must already be recognized (2) costly (3) delays problem resolution (4) interests become polarized	parties → judge (political appointee)
	formal meeting ad hoc or required by law	to put the spectrum of public interests on record	(1) a decision is reached or recommendations are made (2) conflicts are highlighted	(1) costly (2) cumbersome (3) promotes conflict	usually property owners → arbitrator (political appointee)
erson	agency appointed to serve as final quasi-legal recourse	to investigate complaints and recommend solutions to the decision-makers	(1) means of gaining access to info. (power of subpoena) (2) administrative structure already in place	(1) can only be called into play in relation to a "decision" (2) recommendations not binding (3) open-ended re: deadline for reporting (4) low profile	anyone → researcher
is	challenge of majority ideas	to keep government accountable	(1) keeps debate open (2) publicizes issues	(1) item must be on agenda (2) not applicable since March 19, 1981	pushy Opposition and backbenchers → Minister/ Premier
overn-ices	offices located close to projected areas and responsible for the administration of programs	to provide a permanent liaison between the agency and local citizenry	lines of communication kept open	input diverted	anyone → middle civil servants
	formally appointed group with mandate to become knowledgeable about a particular problem	to consult with lay people and professionals about their concerns and make recommendations on policy	centralized forum	(1) selection of members may arise in biased compostion (2) decision-making effectively delegated (3) parochial perspective	anyone → experts → higher civil servants/ Min.
ation)					
	informal gathering	to open the floor for the discussion of issues	opportunity to air all concerns	(1) unwieldy due to lack of structure (2) effectiveness depends on resources (3) lack of response	anyone → lower civil servants
ations 1)	lecture and discussion	to inform citizens of plans and identify community concerns	can identify government pitch	one-way, therefore distorted	lower civil servants → anyone
ations)	brief pictorial demonstration of issues and solutions	to create awareness of problems and possible solutions	picture worth 1,000 words	effectiveness depends upon availability of resources	lower civil servants → anyone
os	sessions in which interested public and government representatives discuss specific issues	to identify and recommend solutions to problems	(1) relaxed setting and manageable size encourage input (2) agenda focusses discussion	no follow-up	lower civil servants → organized interest groups
ity)					
T.V. ows	phone-in format	to provide a forum where many can listen to a question and answer session with experts	opportunity to voice opinions	callers do not represent a good cross-section	persistent diallers → professionals/ politicians
s	easily understood announcements	to inform people rapidly of plans, positions and changes	keep up-to-date on government intentions	one-way communication	Minister/ higher civil servants → the media and its following
sing	simply catchy message	to get message accross to wide audience	raises awareness	(1) expensive (2) no response mechanism	rich lobbies → everyone
g)					
e	systematic assessment of a portion of a community	to determine values and positions of the public on specific issues	possible to determine priorities	design of questions will determine nature of response (oversimplified)	middle civil servants/ consultants → representative sample of population
n-	standardized information-gathering	to solicit comments	(1) many reached (2) easy to collate response	(1) response oversimplified (2) answers reflect the way questions	middle civil servants/ consultants → interested citizens

	DESCRIPTION	PURPOSE	ADVANTAGES	DISADVANTAGES	WHO IS TALKING TO WHOM?
	brief, written materials on issues, policies and plans	to provide the public with general or background information in an easily understood format	can identify approach and position	(1) diluted such that mere propaganda (2) lack of contact with proponent of policy	anonymous civil servants → lay public
	socio-economic analysis of a proposed undertaking	to gather technical data needed to appreciate potential impacts	acquire knowledge of costs and benefits	terms of reference tend to discount non-economic factors	civil servants/ consultants → civil servants
	written informal argument	to put concerns in a format that obligates the recipient to respond	in writing	response takes time	anyone → higher civil servants/ Min./ Premier
	written argument of moderate length	respond to government plans and policies	clarification of position	(1) response takes time (2) response needn't be comprehensive	organized citizens → higher civil servants/ Min./Premier
	simple statement endorsed by many	to demonstrate extensive public support of a position	politicians take notice of numbers	oversimplified argument lacks credibility	citizens → politicians
	conversation	to get immediate feedback	instantaneous	(1) difficult to know who to call (2) no record	anyone → lower and middle civil servants
	field trip to site of existing or potential projects	opportunity for people to become acquainted with the problem first-hand	(1) make judgments based on personal experience (2)share a concrete experience	(1) costly (2) orchestrated by guides	lower civil servants → anyone
	co-operative negotiation about a problem through a communication facilitator	to break through an impasse and reach a workable solution	(1) can avoid prolonged disputes by working out problems at information-gathering stage (2) parties design and control the process and this promotes their commitment to its resolution (3) high success rate	(1) must find third party who is (i) skilled (ii) available (iii) acceptable to all (2) works best where parties are in relatively even bargaining positions (3) mediator doesn't have authority to impose settlement (4) agreement, if reached, will not be implemented unless it is technically, financially, legally, and politically sound (5) compromise solution might reflect a low common denominator	proponent int. group ↔ third party ↔ opponent int. group

PUBLIC INVOLVEMENT IN POLICY DEVELOPMENT/PLANNING

PHASE	GUIDING QUESTIONS	INPUT	OUTPUT
I DEFINE PROBLEM - DEVELOP APPROACH	What are the issues? How urgent is the problem? Who is likely to be affected? What planning model, including time frame, is appropriate? What type of public involvement is desirable?	- notify groups of intention to take action, e.g. by newsletter - meet with key interest groups to define the planning process including its public participation component - hold public meetings if interest level warrants - ongoing consultation with client groups	- approve broad objectives - establish point of contact between the public and the government as part of campaign advertising the planning program via a newsletter
II COLLECT DATA	What information is needed to define conflicts and trends? i.e. is there fieldwork required? should consultants be retained? are there models in other jurisdiction? have all points of view been identified?	- administer questionnaire to identify concerns of the interested public - hold public meetings to record spectrum of interests	- distribute second issue of newsletter containing a list of the conflicts to be resolved and a summary of the data to be used
III DEFINE - ASSESS ALTERNATIVES	Are there different ways of resolving the conflicts to meet the broad objectives? What are the impacts of various alternatives on interested parties and the resource base? What criteria will be used in weighing alternative strategies? What is the process by which the most desirable alternative will be selected?	- arrange workshops to discuss alternatives with client group representatives - hold public meetings chaired by a special task force or permanent advisory body with a response mechanism to record preferences - use mediation process to resolve outstanding conflicts involving key interest group representatives	- circulate draft plan or policy accompanied by analysis of public input
IV APPROVE - IMPLEMENT POLICY/PLAN	Does the draft plan/policy meet its objective? Does the draft plan/policy resolve the conflicts? Has a reasonable degree of consensus been attained?	- circulate and publicize draft plan/policy for comment - develop review procedure in consultation with client groups and possibly appoint a monitoring body	- publicize decision including rationale(s)

PUBLIC INVOLVEMENT IN MNR DECISIONS

OBJECTIVES

To recognize and foster the legitimate expression of citizen interest in the decisionmaking processes associated with the various programs of the Ministry of Natural Resources, and

* to establish a partnership relationship with the public
* to demonstrate that public concerns have an impact on decisions
* to broaden the information base on which Ministry decisions are founded
* to inform and educate the public regarding Ministry programs and decisionmaking processes

PRINCIPLES

The components of effective public involvement are:

I. NOTIFICATION - of pending and taken decisions

Rationale: Time is of the essence for parties wishing to participate since the effectiveness of their contribution depends upon the thoroughness of their preparation.

Recommendations:

- notice must be given early i.e. when responsibility is assigned for the drafting of new policy on management practices (ref. Infor. Service, U.S. Forest Serv.)
- notice must be effective i.e. by letter or phone call wherever possible and in any case via the local popular media (ref. Special Comm. on Regulatory Reform, Comm. on Government Productivity, Dec. 1980)
- notice must be specific i.e. it should describe in detail proposed planning action, the type of public consultation anticipated, the availability of relevant documentation, and a point of contact for obtaining further information (ref. Douglas Report; Master Plan, Point Pelee National Park)

II. ACCESS - to information

Rationale: It is desirable to "lift the curtain on how the government works." (ref. Alan Pope, then Min. Without Portfolio, press release, Sept. 26, 1980)

Recommendations:

- access must be full i.e. "organization charts, enabling legislation, policy statements, guidelines, directives, interpretation bulletins, staff manuals, booklets, brochures, instructions, directions, rules of procedure, annual or similar

reports, File Classification Plans, Records Schedule(s), a blank copy of all forms and similar documents" (ref. Policy Guidelines for Civil Servants issued by the Premier's Office Oct. 3, 1980 pursuant to the findings of the Royal Comm. on Freedom of Inf. and Individual Privacy)

- additionally, access must be provided to: baseline data used for resource analyses; draft policies and guidelines; draft and approved operating plans for each resource management program; internal and outside consultants' studies on resource management and planning; all contracts to which the Crown is a party; and submissions from the public together with MNR's evaluation of them
- access must be easy i.e. copies of all documents should be filed in Main Office's Resource Centre and in relevant Field offices (ref. Ont. Prov. Pks. Planning & Mgmt. Policies, p.2)
- access must be efficient i.e. documents should be filed within 30 days of their completion
- access must be equitable i.e. there ought to be a request procedure in place with a time limit for response e.g. where the status of a document is in question (ref. Report of Royal Comm. on Freedom of Info. and Individual Privacy)
- access must be inexpensive i.e. copies of documents including transcripts of public consultations available at cost

III. SUPPORT - for a public involvement program

Rationale: The government's commitment to public participation must be clearly evidenced. (ref. Douglas Report; Info. Serv., U.S. Forest Serv.)

Recommendations:

- xerox facilities should be provided at cost
- there ought to be provision for the mitigation of travel costs to public meetings, hearings, etc. for recognized client group representatives (ref. Draft Policy for Public Participation, DOE; Workmen's Compensation Board)
- A-V equipment ought to be made available for presentations to officials
- each program and field office ought to assign the liaison function to one person
- a newsletter containing notices and a list of any additional documents placed on file ought to be published and distributed to the public (ref. EA Update, MOE)

IV. FLEXIBILITY - in selecting from the variety of available consultation mechanisms (ref. Prov. Park Master Planning Guidelines; Guidelines for Land Use Planning;accompanying chart - "Some Public Participation Alternatives)

Rationale: Useful consultation will be facilitated by having regard to the convenience of all parties in choosing the time, place and method of meeting.

Recommendations:

- attention should be given to the following factors: (1) the needs of the particular interested party e.g. expertise, size, history of involvement, type of concern, media availability, geographic location; and (2) the stage of the planning process, scope of impact, degree of conflict (ref. Guidelines for Land Use Planning)
- the consultation program should be outlined as early in the planning process as possible but no later than the beginning of each stage of the process
- the public should be actively consulted when the consultation program is being formulated (ref. Towards a Public Participation Program, W. Patricia Land Use Plan; Guides for Successful Public Involvement,U.S. Forest Serv.)

V. ACCOUNTABILITY - of the decision-makers for their decisions

Rationale: The public has a right to know how and why decisions that affect them are reached.

Recommendations:

- MNR assessment of public input should be documented and released including a description of how the input affected decisions and assessment techniques used (ref. Codeinvolve, U.S. Forest Serv.; Master Plan Review, Point Pelee National Park)
- the approval process for policy developments and resource management practices including the identity and authority of key decision-makers should be described (ref. General Guidelines for the Preparation of Environmental Assessments, MOE)
- every decision about issues involving the public should be communicated to all participants complete with detailed rationales, references to data or materials relied on, enabling legislation if relevant, and an indication of its official status (ref. North of 50°, RCNE)
- a record of proceedings of all formal consultations taking place during the public involvement program should be made and copies of the transcripts made available at cost (ref. OMB Hearings)
- decisions should be communicated to interested parties by letter or phone and a press release as soon as they are taken

QUESTIONNAIRE

Public Participation in Forest Management Agreements, Roads and Land Use Plan Implementatio

Please specify which of the programs your remarks are directed towards or if your comments are applicable to all three please indicate this as well. In the case of MNR's land use plan implementation you may wish to refer to your experience in the preparation of the plans as the basis for comments on public participation in plan implementation.

If you would like to expand on your answers feel free to make attachments or use the back of the form. You will find addressed, stamped envelopes for your completed questionnaires enclosed.

1. Is public participation in these programs useful and/or necessary?

2. a) Have you/your group been involved in any of these issues? If so, please indicate which.

   b) What form(s) did this involvement take? (i.e. attendance at open houses, written submissions/briefs, public meetings, etc.)

   c) Were these satisfactory methods of expressing your concerns? Why or why not?

4. a) In general, has your participation been as effective as you think it could/should be? (If yes, please proceed to question 6)

4. b) In your opinion, or based on your experiences what have been the major obstacles to effective participation?

5. How could present procedures for involving the public be improved so as to remove these obstacles?

6. Have you/your group made any submissions to the Ministry of Natural Resources, other Ministries or government bodies (Commisssions, etc.) on public participation? If so, could you please send a copy to our office.

Appendix 4

THE
ALGONQUIN
WILDLANDS
LEAGUE

An Ontario Chapter of the National and
Provincial Parks Association of Canada

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Co-ordination of
Land Use Planning Activities
In The
Ministry of Natural Resources

A Proposal to

The Honorable Alan Pope, Minister

Submitted by
The Algonquin Wildlands League

August — 27, 1981

INTRODUCTION

The Algonquin Wildlands League wants to see some of Ontario's remaining wild country protected as called for in the Ontario Government's own Parks Policy. The appropriate forum for decisions to achieve this objective are the various Crown land use planning and allocation activities * underway within the Ministry of Natural Resources.

In our view, the combined effect of recent developments in the planning activities do not provide a favourable environment for the parks policy to be implemented. The same observation has also been made for other legitimate land uses by other user groups with a stake in planning decisions, e.g. tourist operators, native organizations and municipal associations.

This proposal presents a realignment of the overall planning process at issue which, if implemented conscientously by the Ministry, will move all affected parties intent on protecting the natural resource base much closer to realization of their various interests and thereby help to insure that decisions regarding Wilderness protection prove consistent with our objectives and parks policy targets. In short it should insure that broad policy questions at the provincial or regional level are not obscured by the pursuit of production quotas at the district level.

The attached model arises from, and is intended to address what we have found to be three basic deficiencies in Ministry actions to date:

1) the lack of co-ordination, and a commitment to do so, between various planning programs itemized below. This has led to decisions e.g. the approval of forest management agreements, which tend to foreclose options for other programs prematurely and irreversibly,
2) the lack of a clear and publically accountable procedure within the Ministry for resolving conflicting demands on the resource base, and
3) the Ministry's past failure to integrate public consultation within its planning and decisionmaking process, to deal pro-actively with public concerns. (A detailed submission on this issue is being drafted.)

Our proposal is forward looking. The impact of past problems can, we believe, be mitigated throughout the duration of the land use planning process. Neither are we trying to re-invent the wheel. Rather, the intent is to make a very complex situation more manageable. The attached chart merely superimposes what we hope are a few refinements on the basic planning format set out in the Ministry's own Guidelines for Land Use Planning.

As it stands the model is not without a few loose ends. One is the timeframe. We have tried to set a reasonable schedule but we recognize the Government's superior capability in this area. In any event the entire process should be manageable in an 18-24 month period. A second is the acceptance of this proposal by other parties involved. We are presently canvassing opinions on this, and we believe that anyone who favours open decisionmaking will join in.

Thirdly, the up-front and open process we envisage will require greater clarity and at the same time flexibility on the part of the Ministry in its public dealings. There are risks. But they also apply to the League. The choice between

* Regional Park System Planning Program
  Forest Management Agreements
  Strategic Land Use Planning Program
  District Land Use Planning Program
  West Patricia Land Use Planning Program

a planning style which remains "flexible" by virtue of public ignorance, and one which is flexible in that it presents clear alternatives for open discussion, is at issue and we believe the Minister's stated commitment to improve public consultation is a positive step towards the latter. Favourable consideration of this proposal would be another.

PROPOSED CO-ORDINATION OF MNR LAND USE PLANNING ACTIVITIES

Notes to Chart

The following points elaborate on major components identified numerically on the preceeding flow chart.

1. MONZON REPORT SUBMITTED TO MINISTER

   - should identify sufficient parks candidates to completely fulfill the parks system planning objectives and targets as specified in the "blue book" of planning and management policies, i.e. one wilderness park per site region.

2. BACKGROUND INFORMATION TO MONZON REPORT RELEASED*

   - should include regional park systems plans, district check lists, earth and life science inventory reports and terms of reference for the committee.

3. LIST OF POTENTIAL FMA's PREPARED

   - should identify proposed management areas and stage of development.

4. REGIONAL STATUS REPORTS PREPARED

   - should be a statement identifying unresolved regional policy issues regarding draft SLUP's
   - should include a summary and analysis of public comment on the SLUPs to date
   - public involvement process:
     - 60 days between release of document and simultaneous notice of meeting and public meeting itself
     - reminder notice two weeks prior to meeting
     - meeting chaired by non-MNR person
     - meeting format to be informal with opportunity for verbal submissions on documents and question answer period between members of the public and qualified MNR staff
     - record kept of proceedings
     - one month for subsequent written submissions
   - benefits:
     - should "clear the air" on status of SLUP program by consolidating position on contentious regional policy issues without having to produce an approved plan prior to district verification of targets
     - opportunity to verify acceptability of ground rules for trade-offs at district level

* Whenever information is released to the public copies should be filed at the head office and the relevant regional and district offices. Release should be publicized and occur not less than 60 days before public meetings occur or comments are due. Written submissions should be allowed in all cases.

5. PARKS COUNCIL MEETS INTEREST GROUPS

- should be designed to produce recommendations for the Minister on a process for resolving conflicts between proposed parks and other land uses, and recommendations on a policy for the Ministry to follow in designating exclusions from forest management agreement areas
- should not be used as a forum for assessing individual park proposals
- benefits:
    - allows Minister to anticipate public response to parks candidates
    - improves chances of successful outcome of land use planning programs
    - provides an opportunity for various interests to work together towards a common objective
    - should produce a common information base, thereby making the planning process more efficient
    - provides basis for integrating FMA process with SLUP
    - implements "let's talk" proposal of Parks Council

6. PARKS COUNCIL RECOMMENDATIONS SUBMITTED TO MINISTER

- should reflect concensus or lack of concensus resulting from interest group discussions
- should include Parks Council's assessment of adequacy of Monzon report in light of "Blue Book" objectives and targets

7. MONZON REPORT RELEASED BY MINISTER

- should still include a roster of candidate parks sufficient to meet "Blue Book" objectives and targets
- should include a rationale for any alterations to the original report
- should be accompanied by policies on conflict resolution and exclusions from FMA's and response to Parks Council's recommendations on these issues

8. APPROVAL PROCESS FOR FMA's

- approval process resumes <u>after</u> policy on exclusions issued by Minister
- public involvement in FMA approval process as follows:

    1) Upon completion of the Draft Agreement:

        - 60 days notice of the public meeting(s) to be given in regional media, and direct mailings sent out to parties on the Head Office mailing list
        - notice to include location of relevant documents
        - on the same day as notice is given, all information relevant to the preparation of the draft FMA, including parks plans, to be made available for viewing and copying at cost at the appropriate District, Regional and Head Offices. A summary list of all these documents to be supplied as well.

2) Two weeks prior to meeting(s)

- public reminder in regional media

3) At the public meeting(s)

- competent government and company officials to be present to answer all questions
- formal to be informal question and answer, with audio-visual presentations as suitable, and covering all existing uses and potential uses (including rationale), of area in question

4) One month after the meeting(s)

- written submissions due and available to the interested parties

5) Upon Ministerial approval

- public statement/report issued announcing approval, the nature of public comment, and rationale for decision taken

9. REGIONAL MEETINGS (ONE IN EACH SLUP REGION)

- should provide public with opportunity to comment on SLUP status documents in light of Monzon report, and comment on conflict resolution and FMA exclusion policies as processes for resolving regional issues

10. GUIDLEINES DRAFTED

- should verify parks and other targets for districts and provide criteria for trade-offs between districts for parks, as well as for other policy issues
- benefits:
  - should establish coherent relationship between SLUP and DLUP
  - should provide basis for assessing performance of DLUP in relation to regional and program policies
  - should promote accountability of districts by setting parameters for evaluation of planning options

11. OPTIONAL DISTRICT PLANS DEVELOP

- prior to release of regional guidelines, District Land Use Planning should proceed according to Ministry Guidelines for Land Use Planning, up to but not beyond the release of optional plans
- public involvement process to have same format for meetings and sequence of notice and comment, as for the FMA's (see item 8 above)
- benefits:
  - any delay in district planning due to the process proposed will be more than offset by allowing for all district plans to become synchronized. This is essential to facilitate any trade-offs between districts

12. REGIONAL SUMMARIES PREPARED

- should be a statement which aggregates targets and maps land allocations contained in the preferred district plans
- should include an accounting of public input at the district level and its impact on the selection of the preferred option for each district

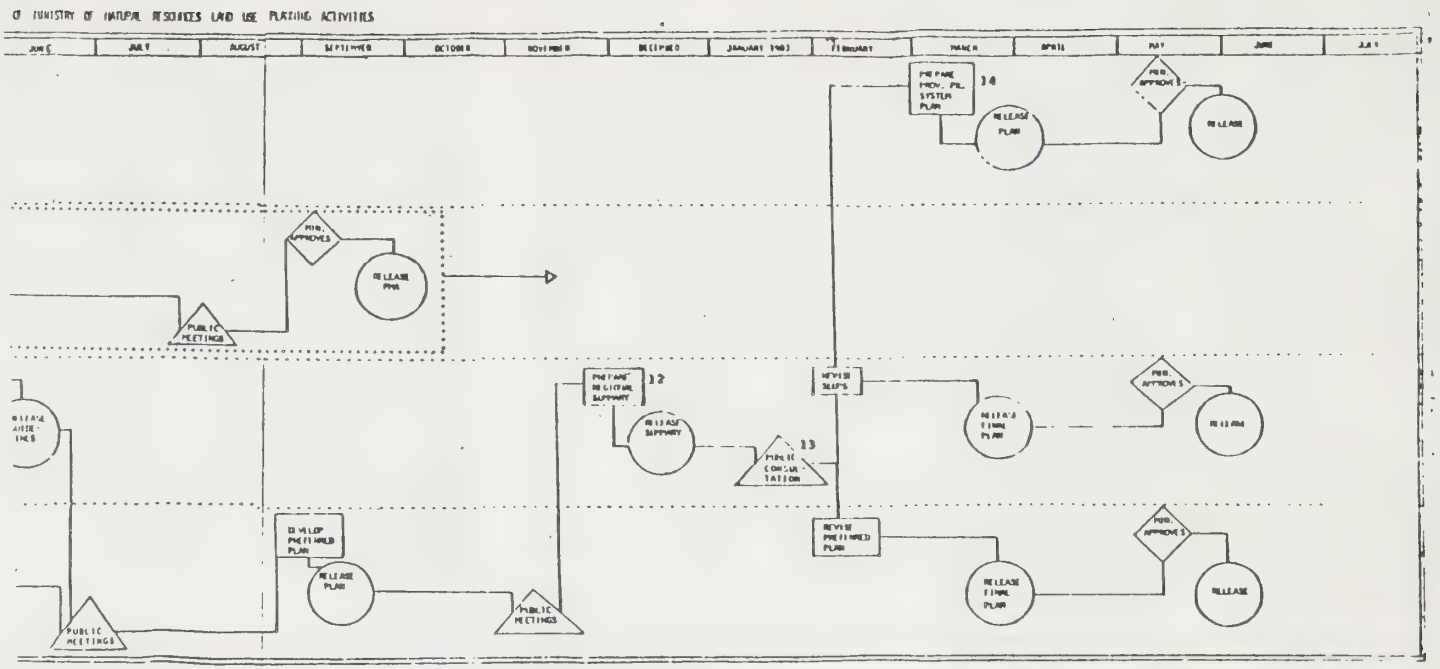
- should include an assessment of the extent to which regional guidelines have been followed
- benefits:
    - insures policies are not abandoned in the process of target setting

13. PUBLIC RESPONSE TO REGIONAL SUMMARIES

- depending on the extent of contraversy regarding any discrepancies between regional guidelines and district plans, the Ministry may find it beneficial to hold an additional set of regional public meetings in order to gauge public sentiment concerning the balance to be struck between revisions to SLUP and revisions to DLUP
- whether or not such meetings are held, there should be an opportunity for written comment at this stage

14. PROVINCIAL PARK SYSTEM PLAN PREPARED

- should include full roster of parks sufficient to meet "Blue Book" targets
- should include implementation priorities and time frame.


MINISTRY OF NATURAL RESOURCES LAND USE PLANNING ACTIVITIES
JUNE
JULY
AUGUST
SEPTEMBER
OCTOBER
NOVEMBER
DECEMBER
JANUARY 1983
FEBRUARY
MARCH
APRIL
MAY
JUNE
JULY
PREPARE PROV. PL. SYSTEM PLAN
14
RELEASE PLAN
MIN. APPROVES
RELEASE
MIN. APPROVES
RELEASE PPA
PUBLIC MEETINGS
PREPARE REGIONAL SUMMARY
12
RELEASE SUMMARY
PUBLIC CONSULTATION
13
REVISE DRAFTS
RELEASE FINAL PLAN
MIN. APPROVES
RELEASE
RELEASE GUIDELINES
DEVELOP PRELIMINARY PLAN
RELEASE PLAN
PUBLIC MEETINGS
REVISE PRELIMINARY PLAN
RELEASE FINAL PLAN
MIN. APPROVES
RELEASE
PUBLIC MEETINGS

FOREST LAND USE LIAISON COMMITTEE

CONSENSUS STATEMENT ON PUBLIC INVOLVEMENT

PUBLIC PARTICIPATION IN THE DEVELOPMENT OF FOREST LAND USE DECISIONS IN BRITISH COLUMBIA

INTRODUCTION

This Statement is the Consensus of the Forest Land Use Liaison Committee of British Columbia and has been approved by the following Committee members.

The British Columbia Wildlife Federation
The Council of Forest Industries of British Columbia
The Federation of British Columbia Naturalists
The Federation of Mountain Clubs of British Columbia
The International Woodworkers of America
The Outdoor Recreation Council
The Pacific Salmon Society
The Sierra Club
The Society for Pollution and Environmental Control
The Steelhead Society of British Columbia
The Western Guides and Outfitters

Its purpose is to convey our commitment to the principle that all British Columbians have the right to a role in the development of forest land use decisions; to support public participation in forest land use in British Columbia; and to suggest ways in which the public role can be improved.

.../2.

THE BENEFITS AND DISADVANTAGES OF PUBLIC PARTICIPATION

A public role in the development of forest land use decisions can be beneficial. It can, for example, contribute to understanding and confidence between forest land managers and the public; provide early warning of changes in the needs of resource users; reconcile public values with the priorities and limitations of forest land management; result in critical analysis of established values and practices; and reduce the need for costly revisions of plans.

However, public participation can also pose problems. It may, for example, result in undue influence by those who are not accountable for the consequences of decisions; erode property rights; delay decision making and planning; and increase unproductive costs and demands on the time of the public and forest land managers.

The Committee has no doubt that effective public participation will contribute to the quality of forest land use decisions. We stress, however, that participation will only be effective if the disadvantages inherent in some participation processes can be minimized.

MEASURES TO MINIMIZE DISADVANTAGES INHERENT IN SOME PARTICIPATION PROCESSES

Much forest land in British Columbia has already been committed to use. Consequently, the economic health of the Province now depends upon assured timber production from forests allocated for this purpose. Equally, our cultural, recreational and scientific needs require the preservation of some forests for non-timber purposes. Although the Committee is not prepared to state that past land use decisions should never be overturned, we stress that recognition and application of the principle of harmonious co-use will often avoid the need to challenge existing commitments. The development of harmonious co-use should be the purpose of the public role on committed forest land. If, however, examination of a previous commitment becomes necessary, the public should have a role in it.

Government, and the public,can also do much to overcome the practical difficulties inherent in some participation processes. In this regard the Committee suggests that the public seek participation in the broader forest land use decisions, and at the early stages of the decision making process. To be specific, we believe that public participation in the development of land use policies at the Provincial, Forest District, and Public Sustained Yield Unit levels is generally beneficial, and can reduce the need for participation at the less beneficial detailed levels.

.../3.

A LEGISLATIVE BASE FOR PUBLIC PARTICIPATION

From an examination of the relevant statutes, the Committee has concluded that neither commitment nor constraint to public participation in forest land use decisions has been legislated in British Columbia. We note, however, that it has been the policy of recent governments to provide opportunities for public discussion of precedent-setting forest land use issues. In these circumstances, and with due regard to the adverse effect which participation legislation has had elsewhere, we do not feel it desirable to seek legislation as long as appropriate opportunities are provided by other means.

PARTICIPATION BY WHAT PUBLIC?

The Committee supports the pragmatic view that participation by representative interest groups, at the provincial, regional and local levels, is likely to be of immediate and practical value in improving the quality of forest land use decisions. Opportunities for participation by such groups are therefore stressed in this Statement. Nevertheless, we believe that the procedures we recommend must not inhibit participation by any British Columbian who chooses to be involved in the development of forest land use decisions. In many cases this individual participation will come about without specific organization to encourage it. However, whenever it is apparent that a need exists, individual views should be solicited.

PUBLIC PARTICIPATION IN WHAT?

Since forest land use decisions on publicly owned land are the responsibility of government, or those to whom management authority has been delegated, it is evident that the public role lies primarily in ensuring that forest land use policies and decisions are developed in the best interests of all British Columbians. Clear identification to the public of the choices available, and their implications, is essential to an effective public role in this respect. The Committee therefore supports participation procedures whereby interest groups are notified of important forest land use proposals and policies, and encouraged to comment on them. Without limiting the right of interest groups, and individuals, to initiate public action on forest land use matters, we believe that governments , and other landowners, should take the initiative in developing proper participation procedures.

.../4.

EXISTING PARTICIPATION PROCEDURES

A wide range of forest land use public participation procedures are now in use in British Columbia. Because procedures appropriate to the development of specific decisions are related to the nature of the decision and the restraints involved in it, a range of procedures is necessary. Nevertheless, care should be taken that public participation does not become an end in itself, counter-productive to effective decision making, or disruptive of decisions which have already been made after due democratic process.

PUBLIC PARTICIPATION PRINCIPLES AND RECOMMENDATIONS

1. It should be recognized that all British Columbians have the right to a role in the development of forest land use decisions.

2. Those developing participation opportunities should recognize and apply the following principles and recommendations:

   - Participation by interest groups in forest land use matters can contribute to the development of policies and decisions which are in the best interests of all British Columbians.

   - Participation in the broader aspects of forest land use should be encouraged, but management should be the responsibility of those accountable for it.

   - Participation systems whereby the public are notified of important forest land use policies and proposals, and encouraged to comment on them, will improve forest land use decisions.

   - Governments, those to whom management authority has been delegated, and the public, should seek harmonious co-use in forests which have already been allocated for one purpose or another.

   - All information relevant to the matters being considered, and a clear identification of the choices available and their consequences, are essential to effective public participation.

   - The mechanisms by which public comment is evaluated require development, and must be made apparent.

.../5.

- To ensure the development of proper opportunities for public participation in forest land use decisions, Governments should identify specific positions or individuals responsible for this function.

- The costs of participation are a major deterrent to many resource interest groups. In this context, we recommend that Governments assist interest groups where such assistance is demonstrated to be of benefit in improving the quality of forest land use decisions. Especially, we recommend that Governments assist groups who represent the views of a large spectrum of the public. As a first step, governments should develop the principles and policies necessary for equitable allocation of such assistance.

3. Public participation opportunities should be developed at the provincial, regional and local levels in British Columbia. The following arrangements are specifically recommended:

(a) At the Provincial level:

- Royal Commissions on the use of forest resources should be conducted each decade.

- Public inquiries, and hearings under the Environment and Land Use Act or relevant federal legislation, should be conducted when precedent-setting forest land use proposals are being considered.

- The Environment and Land Use Committee should instruct the Secretariat to encourage the participation of representative public groups, such as the Forest Land Use Liaison Committee of British Columbia, in the development of important forest land use policies, especially policies which will lead to harmonious co-use of forests.

(b) At the Regional level:

- The British Columbia Forest Service should encourage the participation of representative public groups in the development of regional forest land use policies. In this regard, a committee with terms of reference similar to the Forest Land Use Liaison Committee of British Columbia should be established in each forest district.

- The British Columbia Forest Service should notify resource interest groups, and the public, of major regional forest land use proposals, and encourage comment on them.

.../6.

(c) At the Local level:

- To ensure harmonious co-use of forests, public participation at the local level should be encouraged by governments and landowners.

- Where two or more co-users have overlapping rights, it is incumbent upon them to inform, and consult with, each other to ensure that their respective needs can be accommodated within the principle of harmonious co-use.

4. The signatories to this Statement commit themselves to responsible public participation, without limitation to their right to adopt individual positions on specific resource issues.

Rec'd Feb. 15/83

RS 188

TOURISM DEVELOPMENT

NORTH OF 50

Prepared by:

Northern Ontario Tourist
Outfitters Association

February 15, 1983

This publication was prepared with the financial assistance of the Royal Commission on the Northern Environment. However, no opinions, positions or recommendations expressed herein should be attributed to the Commission; they are those solely of the Northern Ontario Tourist Outfitters Association (N.O.T.O.).

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I. INTRODUCTION

The contents of this report have been prepared by the Northern Ontario Tourist Outfitters Association, commonly known as N.O.T.O. The Association, in it's 55th year of existence, represents the interests and concerns of the government-licenced hunting and fishing lodges (outfitters) in northern and northwestern Ontario. Association membership numbers near 900 of the estimated 1500-1600 outfitter establishments in operation in the northern section of the province. N.O.T.O. is active in providing beneficial services to it's membership, and acts as a strong voice in fighting for the rights and concerns of the fishing and hunting lodge industry.

The majority of N.O.T.O. members operate their businesses in the hinterlands of northern Ontario, along waterways and the shores of remote lakes. They are, for the most part, involved in offering fishing and hunting vacations to their clients. Clients at these outfitter establishments are generally Ontario residents, U.S. residents, and to a small degree, European. Percentage makeup of clientelle varies greatly from northeastern to northwestern Ontario, with the majority of Ontario residents vacationing in northeastern Ontario.

Outfitter establishments vary greatly in accommodation type and facilities and services offered.

.../2

Larger properties generally tend to offer American Plan accommodations (room and meals) while smaller operations offer housekeeping facilities (room only). Outpost camps are usually located on remote lakes accessible only by air, and are operated by either lodges or air carrier services. Wilderness canoe outfitters offer canoe trips along water routes in most areas of the north

The tourism industry in Northern Ontario is essential to the economic well-being of the province. According to figures received from the Ontario Ministry of Northern Affairs regarding 1981, tourism expenditures in the north were $1.3 billion, compared to $8.7 billion in Ontario overall. The total income generated by tourism in the north was $1.9 billion. Ministry of Northern Affairs estimates put the employment figure in the industry at approximately 67,000 people, employed directly or indirectly through tourism in the north. The fishing and hunting lodge industry is a vital part of the overall tourism picture of the north. Direct revenues generated at lodges by this segment of the industry approximated $130 million, while direct employment totalled over 13,000.

It must be remembered that the industry represented in this report must satisfy the needs of it's clients. Those needs are best reflected in the statistics as presented in the 1979 study of "The Fishing

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and Hunting Lodge Industry in Northern Ontario", which outlines the percent of parties classifying the important aspects of their vacation. Study results showed that:

% of Parties Classifying as Important	American	Canadian
1. Quality of fishing and hunting	98	75
2. Helpfulness of staff	72	71
3. Feeling of isolation or wilderness	70	72
4. Cost of accommodation and facilities	70	65
5. Comfort of accommodation	66	71
6. Quality of food	55	62

For those reasons, that is, to satisfy our clients and to make a vital contribution to the economy of Northern Ontario, it is essential that a number of elements be addressed. The industries' concerns focus on the need for a healthy and sustained fisheries, sufficient wildlife to satisfy both the needs of the sports hunter and the viewer, and the land and water base necessary to make access to and utilize these resources. Concern must be shown too in the relationship to other resource users in the north. The encroaching forestry operations and the access roads used by the forest products industry and mining industry are quickly eroding the wilderness areas and that feeling of isolation. Means must be sought whereby the various industries and resource user groups can work in harmony. We don't believe it is an "either-or" situation. It just takes good planning and management.

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With the erosion of our present resource base and wilderness setting, and an over-expanding tourism industry, comes the need to set out plans, strategies and guidelines for the future tourism development in that area North of 50.

The purpose of this report is not to be a critique on the present management of the present land, water and resources base in northern Ontario. The report is intended to cover aspects of our industry which the N.O.T.O. Association views as being essential for a healthy tourism industry. Covered in the report are outlines of the present concerns of our industry in relation to that area North of 50, suggestions to both government and tourist outfitters on management techniques, and an outline of a development plan for that area North of 50. The development plan is based on the needs of the industry both now and what are perceived to be needs in the future, based on information received from tourism branches of the governments in Manitoba and Saskatchewan, and based on the experiences of successful tourist outfitters from northern Ontario, Manitoba, Saskatchewan and the Northwest Territories.

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II. RESOURCES

The present resource base located in that part of Ontario lying north of the 50th base line is of tremendous potential to the economic growth of Northern Ontario. Parts of this broad resource base are essential to the growth of the tourism industry. In order to properly manage the ongoing economic tourism structure, it will be increasingly important to have an inexhaustible supply of certain key elements of the resources that are vital to attracting our client groups.

As was documented in "The Fishing and Hunting Lodge Industry" study, of prime importance to both Americans and Canadians visiting the present lodge industry is fishing, hunting, and the wilderness experience. Not to recognize the importance of these elements in the yet undeveloped areas of our north would be inexcusable. Not to manage these same resources on a plane that would allow for a continuance of their importance and acceptance by visiting tourists would be equally as inexcusable. It is possible to have these resources managed in a fashion that would allow them to be utilized on a sustained-yield basis, and at the same time preserved for use by the residents of Ontario through the tourism industry for years to come.

In the past throughout Ontario the resource management has not been carried out with this same intent.

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As a result, we are becoming increasingly aware that many of our once abundant resources are in a great shortage of supply. One need only look at the present extreme management techniques used to correct this situation, in areas such as moose management, reforestation, reduction of fishing limits and seasons, and the reduction in remote air-only-accessible fishing/hunting locations. The reduction of these varied resources is a definite detriment to the economic benefit tourism can provide to our north.

It is imperative to set a policy for resource management in our far north that would first and foremost bring maximum economic benefit to the peoples of Ontario on a continuing basis. This policy must recognize that the tourism industry can function effectively and most beneficially to Ontario on the basis of a maximum sustained resource management philosophy. While it is fully recognized that for the maximum economic benefit many varied resource users would be present in the north, the resources of the fisheries, big game, waterfowl, the wilderness setting on and near waterbodies and all naturally-occurring physical wonders in the landscape can be best and most effectively utilized by the tourism industry.

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a) Fisheries

The fisheries resource North of 50 is of great importance to many user groups. Sport angling, harvest-food fishing, and commercial fishing are the three main uses that must be considered when establishing management and development guidelines. If properly documented and managed, all three uses can be continued at varying degrees.

Prior to setting down any guidelines, full and accurate inventorying must be begun. This inventorying would, when complete, enable the proper administrators to best allocate the various fisheries to each of the user groups. Once the allocations have been made, based on the economic benefit and the sustained-yield basis, proper and complete documentation can be carried out of the eventual harvests. The Maximum Sustained Yield (MSY) can be readily calculated using the Ryder Index and research conducted by the fisheries personnel of the Ministry of Natural Resources.

Once the waterbody inventory is established, uses can be determined for each fisheries. As an example, one might suspect that perhaps waterbodies bordering Indian reserves, small lakes with a predominant white-fish population, and certain large waterbodies not suitable for tourism development, would be designated for

harvest-food fisheries and commercial fisheries. Certain large lakes and/or rivers suitable for both large resort development or outpost camp development would be set aside for tourism development. In all cases, resource extraction would be on a sustained-yield basis.

b) Fisheries Extraction

Once a fisheries is established as a Tourism Use Resource, and the MSY has been calculated, an attempt should be made to equate the MSY harvest to potential tourist industry uses. A number of possible means of tourist industry uses can be projected:

1. a trophy-quality sport fishing harvest use can be established whereby anglers fishing that body of water can only extract one trophy fish. All other fish must be returned to the water unharmed and all fish for consumption must be imported. Such arrangements with commercial fishermen in the north would assist in a better understanding of the biological implications by the users and also assist in sponsoring more co-operation between the tourist industry and the commercial fishermen;
2. a reduced-take sport fishing harvest could be

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established for a number of lakes allowing for any combination of reduced harvest by such means as lower limits, levels of local consumption, and size limits;

3. a normal sport fishing harvest could be maintained that would allow for sport fishermen to harvest the full provincial limit as well as consume normal quantities while fishing on the waterbody through the tourist industry.

Each of the above three categories (Trophy, Reduced, and Normal) would be equated into the number of maximum potential guest beds for each fisheries. As an example, with Lake X having a determined MSY, it could be decided Lake X will support a destination American Plan resort with a guest capacity of 75 using the Trophy-Quality Sport Fishing Rules, and that Lake Y, having a determined MSY, will support a destination housekeeping resort for 20, with each guest being able to harvest for local consumption six fish, under the Reduced-Take Sport Fishing Rules. Another Lake Z might support an American Plan outpost camp for four under the Normal Sport Fishing Harvest Rules.

It would be necessary, and the responsibility of the tourist operator, to document the amount of harvest of each species from any waterbody. Likewise, any harvest

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by commercial fishing and harvest-food fishing must be documented. In addition, and in order to continually determine that the maximum economic benefit is being realized by the province, a means of establishing and documenting that benefit must be carried out.

There will presumably be a number of lakes that would be of potential use for two of, or all three of, the categories of sport fishing through tourism operations, commercial fishing, and harvest-food fishing. Provided that quotas were maintained based on the MSY, that species sought after did not conflict with the other uses, and the use did not exist to the detriment of the economic benefit of the province, those uses could co-exist and be of benefit to each other

c) Fisheries Management Techniques

With the existence of harvest and/or use based on the MSY, and an ongoing evaluation of that data, management would be reduced to fisheries maintenance techniques. In the case of lakes that would benefit from the stocking of lake trout, consideration should be given to that management tool.

d) Wildlife

The wildlife resources in areas North of 50 in Ontario are generally plentiful and of substantial signi-

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ficance to the tourism industry. At present moose, deer, bear, ducks, and geese are the main sought-after species.

In the more southerly sections of the area North of 50, the moose population has been under stress due to harvests by the sport hunter. Increased access due to forestry access roads has been one of the main reasons for this increased stress. The recently-introduced new moose management policy should effectively return the moose population levels to more acceptable standards over the next 20-year period. However, it is essential that those tourist operations dependent upon sport hunting be allocated sufficient adult moose allocation tags to keep their businesses financially viable. In addition, because of the problems in the far north associated with early freeze-ups, seasons must be started early enough to allow for hunting of up to four weeks. An expanded moose hunt would provide a number of benefits to the north, the most important of which is providing employment to Indian guides prior to the commencement of the trapping season.

Because the deer population is relatively low in areas North of 50, efforts should be made to increase populations to levels that would offer utilization by the tourism industry.

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Bear populations in some areas North of 50 are significant. This big game species has become a much sought-after animal both by resident and non-residen Efforts must be made by the Ministry of Natural Resources to maintain bear populations at current levels. As well, the tourist industry should be encouraged to take full advantage of this species.

In the extreme northerly sections of the provin Woodland Caribou are abundant. This big game species doe extend southward to the 50th base, however, population levels in the southerly region are too low to make sport hunting viable. Consideration should be given however, to allow sport hunting of caribou in the northerly sections of Ontario where their populations would not be ill effected by a modest harvest.

Both duck and goose hunting opportunities are available through native and non-native tourist hunt camps along the coast of James and Hudson Bay. Further development of tourism opportunities related to hunting these waterfowl should be encouraged.

Because of the shorter operating tourism season in northern Ontario, it is important to recognize that sport hunting is and will be an essential element of most of the tourism destination areas North of 50. The opportunity exists for what could be categorized as

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"world-class" big game sport hunting. This sport must be available and allowed to continue to attract tourist dollars to Ontario.

e) Wilderness and Natural Wonders

While it is commonly recognized and well documented that sport angling is the main reason for vacationing at tourist lodges in Northern Ontario, it is also a fact that the feeling of isolation and wilderness is a most important aspect of most trips to the north.

Opportunities to vacation on crowded lakes which are road-accessible are available throughout southern Ontario and some parts of northern Ontario. Those vacationers willing to spend their dollars to fly-in to remote areas in order to receive superior fishing opportunities are also wanting isolation and wilderness. For all fly-in tourism destination areas North of 50, the isolation and wilderness must be preserved. Forestry operations and resource access roads must be prohibited in those areas that are essential to tourism. However, large tracts of land void of any types of development, to be left in natural states, is a shameful waste of economic and recreational opportunity that could benefit and be enjoyed by all.

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It is important too for our cultural heritage to preserve those significant areas of historic relevance and sites of natural wonders, while at the same time making them available for appreciation through the tourism industry.

III. LAND BASE

The Northern Ontario Tourist Outfitters Association's basic premise requires protection of the land base through proper Land Use Planning for the requirements of the tourist industry. This protection of the land base must include protection for all wildlife species, and their habitat. A tourist in a remote setting of Northern Ontario expects to see and hear wildlife. To most persons it is exciting to the point of fright to see a bull moose or a great black bear in it's natural wild setting. It is also exciting and stimulating to hear the chatter of the red squirrel, or the slap of a beaver's tail, or to watch a curious mink dart amongst the bushes. These small animals comprise an important part of every tourist's northern experience. Their habitat can only be protected by meaningful plannir of the land base. This planning must curtail or modify

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the current cutting practices of the forest industry, and to a lesser extent, the exploitations of certain mining activities.

An additional aspect of protection for the wildlife is the aesthetics of a well-treed natural shoreline of the lakes and rivers. No sportsman will be satisfied with his Northern Vacation Experience, regardless of how great the fishing or the hunting or the level of service at a lodge, if he is robbed of the serenity of an unbroken forested shoreline. Such is not the case where timber companies are allowed to harvest right to the water's edge. When will the Ministry of Natural Resources begin to police the forests and demand that forest companies live within the guidelines that we are told already exist? N.O.T.O. has amended the Affleck Report to what we believe are minimum acceptable standards (see Appendix A for N.O.T.O. amended Affleck Report). However, even these guidelines will not be sufficient to protect a world-class tourist operation North of 50. Special guidelines will be required here, and N.O.T.O. is prepared to accept the responsibility for developing these if they will be enforced.

No discussion of the land base would be complete today without some reference to the Environmental

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Assessment Act and a place for tourism in existing and proposed provincial parks. We therefore include a brief summation of N.O.T.O.'s position regarding the Environmental Assessment Act, as presented to The Honourable Mr. Keith Norton, Ministry of the Environment (see Appendix B), and our position on tourism and provincial parks as presented to the Honourable Mr. Alan Pope, Minister of The Ministry of Natural Resources (see Appendix C).

a) Land Tenure

Presently in Ontario there are four basic types of Land Tenure which could be applied to tourist operations. The most common is the Commercial Land Use Permit which is issued annually for a $45 fee. It is the weakest form of Land Tenure in Ontario. No rights or title to the land or it's resources are granted by a Land Use Permit. A Permit is non-transferable and does not require a formal boundary survey and deed. Permits may be renewed annually, but may also be revoked if: 1. any condition or provision is violated, 2. a permit conflicts with land use or zoning plans, or 3. the District Manager of The Ministry of Natural Resources deems that it is in the public interest to revoke a permit. On cancellation, all rights revert to the Crown

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This is not much of a foundation to invest large sums of money on! Our research determined that Saskatchewan has a minimum 21-year lease. That province has a realistic time frame attached to a land base. Leasees also have the option to apply for a deed if they wish to increase their investment in the tourist plant.

Ontario also has a little-used Licence of Occupation. There is no fixed fee for this type of land tenure. It is an annual fee scaled according to the intended use of the land. A specific parcel of land is set out in the licence, however, it cannot be registered and therefore does not require a formal boundary survey. A Licence of Occupation may be transferred to another party with the Crown's consent. The tenure of the licence is indefinite, but a licence can be cancelled at any time at the discretion of the Crown. This is certainly better than a Land Use Permit, but there is still no protection for a tourist facilities', or the land, being accessed by a forestry road, or having all the forest cut down right to the water edge on surrounding land.

Ontario also has a lease which confers the use of the land for a specific period of time, usually 10 years or longer. A lease confers the same privileges as Letters of Patent, except that the patent is permanent.

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Many leases contain options to purchase after a given period of time and after certain improvements to the property have been made. A leased block of land must be surveyed and registered. Privileges may be transferred with the consent of the Crown. This is similar to the most basic form of land tenure used in Saskatchewan.

Letters of Patent are issued as a means of permanently disposing of or alienating land from the Crown. The owner of patented land is entitled permanently to the exclusive use of a property for any legal purpose. A formal property description or boundary survey and deed must be drawn up and registered for each patent.

Either the previously-described lease or patented lands should be made available for both American Plan full service lodges and substantial housekeeping resorts. This would provide some form of security upon which to invest in the area North of 50. Outpost operations may or may not require these forms of land tenure depending upon each individual situation.

b) Destination Tourism Areas

It is N.O.T.O.'s suggestion that large tracts of land North of 50 could be set aside as destination

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tourism areas. Each could encompass up to several thousand square miles of land with very strong controls on the other resources users. Possibly one major resort development in this area could have a jet airport with provisions to feed other smaller tourist operations with a hub-and-spoke design. It is not beyond the realm of possibility to have a 747 land at a central far Northern Ontario location, disembark 350 tourists of which 100 might stay at a deluxe wilderness resort and the other 250 be dispersed to a number of surrounding lodges, housekeeping units or outpost camps. It works in Hawaii - it could work here too. It takes planning!

IV. WATER BASE

The water base is one of the most vital aspects of the tourism industry within Northern Ontario. Without the water base, the opportunity to utilize it and the resources found within it, to view it, to travel on it, and through it, tourism as we know it in the North would be virtually non-existent. Our industry is vitally dependent upon the unpolluted waters and the opportunity to utilize both the water base and those resources found within that base.

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Usage of the water base is highlighted for our industry by the sports fisheries and all those activities related to the fisheries and sportfishing. The need for a water base also exists in relation to wildlife, both as part of it's habitat and the industries' ability to utilize that resource. Other recreational pursuits such as canoeing, whitewater rafting, sailing and wind surfing, swimming, scuba diving, boating pleasures and sightseeing water tours are dependent totally on the water base. Transportation needs throughout the North also focus on the necessity of a water base. Goods are often transported along water routes by boats and/or barges. Many localities depend upon the water base as a corridor for transporting their residents to employment areas. Air transportation throughout all of the North utilize the water base as taxi-ways and runways for plantoon-equipped aircraft.

With the utilization of the water base and it's resources come a number of concerns that would have a detrimental effect upon our industry if not properly managed.

a) Fisheries

The northern tourism industry, and to a greater extent the fishing lodge industry, is dependent

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upon a healthy fisheries. As was documented in "The Fishing and Hunting Lodge Industry in Northern Ontario" study, a total of 98% of the American clients at fishing lodges in the study area classified the quality of fishing as the most important aspect of their vacation. Clearly, if this vital industry in the northern economy is to remain, the water base in which the fisheries is found must be protected from pollution and other exploitive uses which would have a detrimental effect on the fisheries. Efforts must be made to prevent pollution from both residential, commercial and farming wastes, and air-born pollutants which cause acid rain and it's side effects of leaching heavy metals into the water.

A critical time for any fisheries is during the spawning period. Fluctuation of water levels either up or down from the natural levels of that waterbody can have disastrous effects upon the survival rate of spawn. Controls must be put in place wherever there is an artificial movement or fluctuation in water levels to ensure that those fluctuations in no way are harmful to the spawning fisheries or the fisheries' natural feeding grounds.

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b) Commercial Fisheries and Sport Fisheries

Both the commercial fisheries and sport fisheries are important partners in the management and utilization of the fisheries resource throughout the North. Both, too, are necessary for the northern economy, not to mention the lifestyles of the native residents. Studies on Lake of the Woods have shown, however, that where fisheries are utilized by both a commercial fishery and a sport fishery, the tourist accommodation based fishery accounts for at least 82% of the total economic return of the fishery on that lake. During the year 1979, the Lake of the Woods fishery yielded about $10.7 million in gross operation revenues in the planning area (surrounding Lake of the Woods) and $11.5 million in gross operation revenues in Ontario. It could be assumed that, given the competing usages on any northern Ontario lake, the sport fisheries would have the potential to generate much more in net economic benefits to both the local area and province than a commercial fisheries. That is not to say, though, that both usages should not exist in the northern fishery or even together on any one lake. Careful consideration must be given to the needs of resource users, the benefit to the local and provincial economy, and the needs of the local inhabitants.

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Efforts should be made to utilize all fisheries on a maximum sustained yield basis, while at the same time maximizing benefits in all areas. As well, those using the commercial fisheries should be required to do so in those lakes and areas not conducive to the tourism industry, and for those species in tourism industry utilized lakes that are not sought by the sports fisherman.

Under the concepts presented in this paper for tourism development North of 50 there is the opportunity for the commercial fishery to work in harmony and with the tourism industry. Efforts must be made, though, to bring the user groups closer together to understand the needs of the others, and to point out the opportunities available to both.

c) Zoning re Native Fisheries Agreement

A recently-signed agreement on native fisheries by native groups and the provincial government outlined the basis for zoning waterbodies for use and management in Ontario. The Northern Ontario Tourist Outfitters Association is opposed to any agreement that would see the Ontario Ministry of Natural Resources relinquish or delegate any aspect of the control or management of any of the waterbodies and their resources in the province of

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Ontario. In regard to usage of waterbodies, all tourism industry opportunities should be equally accessible to all persons on all waterbodies. The future growth of the industry is seriously jeopardized by the proposed segregation of the waterbodies and their resources from use by the tourism industry.

The agreement also seriously jeopardizes the operational capabilities of the existing industry and severely erodes business and investment confidence. In addition, employment prospects of the Indians are severely reduced as a result of the damage which this agreement does to the tourism industry.

Our association recognizes a need to settle certain native fishery concerns which conflict between existing laws and treaties, but we emphasize that these issues must not be solved by agreements such as this, which seriously jeopardize the tourism industry in the process.

d) Water Level Controls

Water level control dams and hydro development dams can, on the one hand, be a tremendous benefit to the province, but on the other, a hazard to fisheries, wildlife, and shorelines. Controls must be in place to evaluate and make allowances for any detrimental effects

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on the fisheries and wildlife resources. Control dams and their effect on water flow and levels can be a hazard to water navigation and too must be managed properly. Fluctuating water levels can seriously erode lake and river shorelines, causing untold loss to property, resources, and historical sites. If our investments are to be protected, then protection must be available to potential loss from unnatural water level fluctuations.

e) Provincial Parks and Motorized Transportation

The Ontario Ministry of Natural Resources has planned to dramatically increase the number of provincial parks in Northern Ontario. Some of these parks lie in the area North of 50.

Under existing criteria, motorized transportation would be excluded from many proposed parks and from much of the potential tourism development area of Northern Ontario. In theory to some the idea may have appeal, however, when one analyses the potential problems and dangers of such a policy, it becomes apparent that changes to those criteria must be made.

To have large stretches of northern rivers off limits to outboard motors, as suggested by some, is unrealistic. These rivers are used as transportation

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routes by local residents and tourists both upstream and downstream. While it may seem glamorous to travel down these rivers in paddle canoes only, with no assistance from outboards, many potential hazards are presented. As an example, many rapids in these rivers require motorized assistance for freighter canoes and boats to travel through. Most of the rapids and many of the rivers require motorized transport to travel against the current. Many lakes are too large to travel safely by residents without motorized means. One need only remember the tragedy on Lake Temiskaming a few years ago to be reminded of how fast storms can appear and how dangerous northern waters can be.

Realistic criteria regarding motorized travel within provincial parks must be established, taking into account transportation needs of residents and tourists, and most importantly, the safety of transportation.

V. TRANSPORTATION AND COMMUNICATION

The problem of moving people, supplies and other materials throughout Northern Ontario is one that has posed great difficulties to all since the earliest days of European influence.

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From the earliest days of the fur trade most transport was by water, either in boats or canoes. Water transport was therefore utilized to the maximum. Overland haulage via portages was always reduced to the absolute minimum. These very early transportation systems were designed to expedite the fur trade for the Hudson Bay Company. There was no change in transportation and communications however, until the coming of the railroads across Northern Ontario towards the end of the 1800's. This advent quickly modified transportation patterns because large volumes of goods could readily be shipped to strategically-located centres for redistribution along water systems to the north.

Around the time of the 19th century, steam tugs were established on some of the major water systems, thereby expanding the mechanized transportation and reducing the necessity of traditional canoes and boats. Also, with the coming of the railway, roads began to appear, linking the rail depots with major water routes and creating a more direct route for hauling lighter loads. But despite such problems as the rapids, water transport remained preferable to land haulage except by rail.

Traditional winter transport was by dog sled. Eventually, as significant developments, such as mining,

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were undertaken in the northern areas, these dog sled routes evolved into a system of winter sleds hauled by horses and finally large sleds pulled by tractors.

a) Air Transportation

The rapid development of the aeroplane as a viable means of transportation was soon recognized in the North. Many small companies were established throughout Northern Ontario. Most early air carriers were established to support industrial developments, such as gold mining. Even though most of these early air carrier companies did not survive, they established a viable transportation option that is still being refined and expanded to this day.

It is the existing air carrier system that will permit the establishment of "world-class" tourist facilities in the yet-to-be-developed areas of Ontario, North of the 50th parallel.

An efficient and cost-effective air transportation system is vital to any remote tourist operation. Indeed, experienced tourist operators in the North West Territories have advised us (N.O.T.O.) that the first factor to establish when considering a new tourist operation is the size and type of aircraft that will service the facility. Assuming the waterbody has a

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sustained-yield fisheries, compatable with the size of operations intended, what aircraft should be elected to service this new operation? To answer this question, the physical limitations and dollar costs involved in building an airstrip must be calculated into the overall initial investment requirements. The costs per unit of length of airstrip will, of course, vary greatly with the local terrain. The least expensive would probably be along a slightly raised gravel esker. The most expensive would be in rocky shield country or low marshy muskeg. Nevertheless, a suitable airstrip adjacent to a large American Plan operation in a remote area will be a necessity. These lodges should include the cost of the return air charter from a principal location in their overall packages.

Smaller American Plan and Housekeeping lodges can probably be satisfactorily serviced by existing float-plane air carriers which are presently located at strategic locations to serve the North. It may well develop that additional air carrier bases will be required as new areas are developed and traditional transportation systems change. The market place will determine, and the entrepreneur will provide, whatever air services are required.

Listed here are some specifications of various types of aircraft that are commonly used in support of the

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tourist industry:

LANDPLANE CONFIGURATIONS

Manufacturer	Seating Passengers	Minimum Take-off Distance (feet)	Cruise Speed (mph)	Approx. Cost ($)
Dehavilland Beaver	6	1250	125	60,000
Dehavilland Otter	10	1250	125	140,000
Cessna 180	3	1100	145	70,000
Cessna 185	4	1100	150	75,000
Cessna T206	5	1100	155	93,000
Piper Navajo C	6	2500	200	325,000
Piper Chieftain	8	2800	210	395,000
Pilatus Islander	8	1900	150	360,000
Dehavilland Twin Otter	19	1600	190	1,250,000
Douglas DC-3	24+	3500	165	150,000
Dehavilland Dash-8	36	3000	260	5,000,000
Dehavilland Dash-7	50	2500	250	6,000,000
British 748 Aerospace	48	4500	260	7,000,000

We must caution potential developers that the u
of aircraft in support of the tourist industry as present

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in this document represents a commercial air carrier operation and as such requires licencing by the Canadian Transport Commission. This is a detailed and time-consuming process. We recommend that any potential future developers of tourist operations requiring aircraft services utilize existing licenced air carriers.

It is also possible in some locations that tourists could reach a tourist facility by rail or road. However, N.O.T.O. maintains that road access must be curtailed if we as an industry are to provide our guests with the wilderness atmosphere they demand.

b) Radio Communications

Not to be overlooked by any modern tourist facility is the need for a modern reliable communications system. The best system is via Bell Canada's satellite telephone network. Unfortunately, Bell Telephone will not make the system available on an individual basis. To ask a lodge operation to bear the costs of a receiver system costing hundreds of thousands of dollars is unrealistic. Some method must be found to subsidize these essential services throughout Northern Ontario.

A back-up system, such as Single Side Band High Frequency Radios, can also be used over long distances at reasonable costs. Clarity and reliability

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though are still below an acceptable standard for a modern operation.

For use over relatively short distances of approximately 30 miles, a Very High Frequency - Frequency Modulated Radio System can be very satisfactory and reasonably priced.

The need for a satisfactory communications system is primary for lodge operations; for ordering supplies, staff communications, making and maintaining guest reservations, providing emergency communications for clients, etc. The guests themselves are normally attempting to escape ringing telephones, but when the need arises they will insist on communications with businesses and families.

It is interesting to note there is a need for all of today's modern technological advances in order to attract tourists to our remote Northern Ontario regions, to partake in a small way with the original fishing and hunting pursuits of the original native peoples.

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VI. PHYSICAL PLANT

a) Present Facilities

The fishing and hunting lodge industry in the North started to develop during the 1920's and 30's. The owners of the original canoe and equipment rental depots, known as outfitters, began to expand their businesses by providing overnight accommodation in "outpost" cabins and trappers quarters. Slowly fishing resorts started to appear throughout the North. Some were elaborate facilities constructed and operated by large corporations, such as the CNR's Minaki Lodge. Others were private cottages and even old or hastily constructed shacks along the water's edge. As the industry grew and more tourists headed north, the variety of operations continued until today there are dozens of combinations of accommodation, facilities and services offered.

Simply put, there are four basic styles of lodge and/or outfitter operation. American Plan lodges are those facilities that supply both room and board. Accommodation can vary from individual cabins, motel-style units, rooms in a central lodge, to communal living quarters. Housekeeping camps offer facilities that supply accommodation and equipment in which one

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can prepare meals. Guests here are generally housed in cottages. Outpost camps are normally situated alone at far-removed locations or fly-in lakes. The greatest majority of outposts are set up for housekeeping. Accommodation here can vary from a tent camp (wood floor and frame, canvas sides and roof) to a cabin.

Canoe outfitters supply canoes and tents or use of cabins/tent camp along water routes. Accessibility to these outfitter operations varies greatly. All four types of operations can be accessible by one or more of car, train, float-plane, or boat.

Construction of the facilities varies widely too, including the canvas tent camp, plywood-side cabins, log cottages, dement block cottages, pan-abode type cottages and wood-siding cottages. Finished interiors and furnishings vary greatly according to the type of construction. Both painted plywood floors and wall-to-wall carpeting can be found, as can steel drum wood heaters and thermostatically-controlled electric baseboard heaters.

Services provided at lodges can include such things are lounges and var services, recreational facilities such as golf and tennis, in addition to fishing and hunting, tackle and gift shops, food sales

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through restaurant and/or stores, fish cleaning, guide services, boat, motor and canoe rental, and bait sales.

The variety of accommodation type, facilities provided and services offered are many. In order to assist the travelling public in determining tye type and quality of accommodation, facility and services offered, Tourism Ontario, with the assistance of the Ontario Ministry of Tourism and Recreation, has been creating an accommodation grading program. This voluntary participation program provides vacationers and business travellers with a broad selection of commercial lodging facilities throughout Ontario which meet consistent, reliable accommodation standards, cleanliness and state of repair.

Each Tourism Ontario Recommended lodging establishment is awarded a star grade of from one to five, signifying the establishment has met objective cleanliness and repair standards, and conforms with consumer expectations in terms of the "extent" of accommodation facilities and guest services. The higher the star grade, the more extensive are the accommodation facilities and guest services.

b) Recommendations for Development North of 50

In that area North of 50 licences to establish a tourist operation should only be given after a number

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of criteria are met to the satisfaction of the Ministry of Tourism and Recreation:

1. the applicant's past experience in the tourism industry and his management capabilities should be extensively scrutinized. Successful applicants should either be currently or recently actively involved in the tourism industry within Ontario, or should be capable of adding great benefit to tourism in the North
2. the physical plant layout should be reviewed an accepted for minimum standards by the Ministry Tourism and Recreation, the Ministry of Health, and the Ministry of the Environment. The Minis of Energy should have input in regards to energ and heating efficiencies, and an architectural firm having experience in resort development should review the layout to assure attitudinal acceptance by clients;
3. a financial analysis and cash flow projection should be required for up to 5 years past the completion date of the operation to assure financial viability;
4. an evaluation of marketing techniques intended to be used should be outlined. The emphasis should lie in attracting new clients to the

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North rather than transposing clients from one area of Northern Ontario to another;

5. a statement of intended staff-to-client ratio should be made by the applicant. The proposals with a higher local employment and/or client/staff ratios should be given additional consideration.

There are many types of tourism operations that would be applicable to the area North of 50. It should be recognized there are currently some lakes and waterways which are accessed by road. These areas will generally tend to attract more of the family-style vacationer and generate fewer dollars per client than would the air-accessible-only areas. Development in these road-accessible areas should be structured to best take advantage of it's client group with the acknowledgment that resource management, especially the fisheries, could be not as effective as a controlled access and extraction area.

Tourism in the more remote and air-accessible-only areas will necessarily evolve around the fisheries and wildlife extraction by clients. It is highly likely that user groups with needs other than just resource extraction would utilize tourism developments in these areas. The most likely group would be the small business meeting and convention groups.

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The tourist development should reflect the needs of the desired target market group. This would allow for the operation of:

1. American Plan lodges;
2. Housekeeping lodges;
3. Outpost cabins - American Plan;
4. Outpost cabins - Housekeeping.

Physical plant guidelines for development should include:

1. Regardless of the type of tourism development, all facilities should meet a set of standards equivalent to the Tourism Ontario 4-star grading criteria;
2. The construction material, the furnishings, fixtures, and equipment should all reflect a high quality wilderness tourism operation;
3. Where permissable, and as dictated by the Maximum Sustained Yield of the fisheries, American Plan resorts should be encouraged;
4. Preference should be given to development of one large lodge on a waterbody, where appropriate, rather than two or more smaller lodges
5. Housekeeping lodge development should be given preference over a number of outpost cabins;
6. All lodges should be required to offer a set

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of amenities and auxiliary services consistent with high quality labour intense lodges, such as availability of beer and liquor, tackle and gift supplies, games rooms and lounge, guides;

7. Outpost cabins offering American Plan services should be shown preference over outpost cabins with housekeeping service;
8. All American Plan lodges with accommodations over 30 should include adequate meeting rooms for business groups needing the same.

As outlined under the Land Base, and Transportation and Communication sections, lodges should be grouped into Tourism Destination Areas. These areas would be serviced by major air transportation landing strips at the main destination lodges, and smaller air landing strips, as well as float-plane service, at smaller lodges and outpost cabins. Auxiliary services should be encouraged. Such auxiliary services might include boat caches for day fly-in fishing trips, short-term camping sites for canoeing expeditions, licencing for white-water rafting, etc.

It should be noted that the Northern Ontario Tourist Outfitters Association has made application to the Northern Ontario Rural Development Agreement funding program for funding a major feasibility study. The

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proposed study would examine a number of models of high quality labour intense tourist operations North of 50. Terms of reference for the study include an evaluation of size, layout, construction, furnishings, labour requirements, marketing needs, possibilities for various auxiliary services, transportation and communication needs, plus financing requirements and financial analyses for four basic types of tourism operations. These types would encompass fly-in operations for American Plan and Housekeeping lodges, and American Plan and Housekeeping outpost cabins.

VII. NEW PRODUCTS

In addition to lodges, outposts and their auxiliary services offered, there is potential for development in other sectors of tourism throughout the region. Among possibilities that should be explored and considered in development plans are:

1. Canoe trips on major waterways. Routings woul be along both lakes and rivers and could cover areas up to several hundred kilometers. Designated camping and use areas should be granted to licenced tourist outfitters offerin these trips. Maintenance of these designated

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areas would be the responsibility of the outfitter;

2. White-water rafting. Some of the major rivers of the North have rapids that would ideally suit white-water rafting. These areas should be identified and preserved for that use, in conjunction with canoe tripping, lodges, or as a separate tourism development;
3. Photographic safaris. The abundance of wildlife, fauna, and natural beauty could be taken advantage of through photo safaris. Areas of significant potential should be identified and developers encouraged to package and market such trips;
4. Game and bird viewing. As with the potential for photographic safaris, bird and game watching opportunities exist that could be taken advantage of by the tourism industry. This type of non-consumptive use should be encouraged in areas where species are protected;
5. Wilderness experience and survival camping. Similar tourism vacation packages have been introduced in other parts of North America emphasizing the experience, and/or survival techniques. Farm vacations in particular have

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been successful in having the vacationer experience that type of lifestyle. Opportuni exist for similar experiences and training vacation programs throughout the North, and should be encouraged.

Many job-related opportunities and tourism developments can be created in conjunction with a development strategy for tourism North of 50. Further development would be associated with, but not limited to, transportation corridors and destination areas throughout the North. It is important, however, to recognize that any tourism development taking place will be done so because of the availability and opportunities related to utilization of our natural resources. Any action taken to limit or destroy either the resource or the opportunity to utilize it by the tourist industry will have drastic effects on the tourism industry and the economy of the North.

VIII. LABOUR INVOLVEMENT

Labour and community involvement relative to future tourism developments is recognized by N.O.T.O. and by virtually all forms of governments as a good

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thing. Everyone, it seems, is ready to "jump on the band wagon" proclaiming the tourist industry as one of Northern Ontario's most overlooked backbone industries. However, before new tourism developments can meet and sustain these great aspirations by making a substantial contribution to the economic and social well-being of our Northern Areas and Ontario generally, a well-designed long-range plan must be established.

Once the plan is in place, based on the sustained yield of our natural resources, developments can begin. The time required to formulate the long-range plan can also be well used to prepare local community residents and businesses so that they can begin to take full advantage of the many existing employment and entrepreneurial opportunities associated with an expanding tourist industry.

From the information gained from successful tourist operators in Manitoba, Saskatchewan, the North West Territories, and our own Northern Ontario members, we believe the local residents can gain valuable experience by working within the framework of existing tourist facilities.

a) Employment Opportunities

All tourist operations offer some employment opportunities. The types of employment possibilities

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vary greatly from outposts to full service American Plan lodges. Some tourist industry job opportunities include dock boy, groundskeeper, guide, dishwasher, chambermaid, small motor mechanic, aircraft engineer, pilot, dispatcher, carpenter, plumber, electrician, waitress (diningroom and bar), cook and chef, kitchen helper, operation manager, and manager's assistants, etc

Undoubtedly the greatest number of employment possibilities are involved with a full service American Plan lodge. All of the above-listed occupations are required to properly operate a "world-class" facility. Our research and experience indicate that at least one employee can be required for every guest the property can accommodate. Therefore, if a lodge is designed to accommodate 36 guests, and it is properly marketed and operated, it will require no less than 36 employees to maintain a satisfactory level of customer satisfaction. If the lodge has a four-month operating season, which is possible in Northern Ontario, then each lodge could provide 9 man-years of employment every year. Most of these jobs can be filled by local residents if they are properly trained. Some agency or government body should explore these possibilities now.

Somewhat less economic and employment benefits could be realized from a Housekeeping resort. However,

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the area North of 50 must have a proper mix of facilities. A Housekeeping resort suitably sized for the waters can be readily marketed, and the more amenities and services that can be offered, the greater are the economic benefits to be received.

We must not overlook the outpost camp. Outposts definitely have a role to play in the overall development North of 50. Outposts should not be allowed to develop on waterbodies that have greater potential. American Plan lodges should have first priority, with Housekeeping lodges second, and outposts third.

There are two distinct types of outpost operations. One is a relatively small one-cottage facility on a remote waterway, usually accessible only by float-plane, where the guest is left completely alone to fend for himself. The second type has basically the same facilities, although they are usually larger and sometimes consist of more than one building. The difference is that this larger outpost is operated on an American Plan or modified American Plan basis. It may only have guides for staff, or it may have cooks, waiters, guides, choreboys, etc., depending on size.

Either type of outpost could have a designated local manager to provide better service to the customer and better care of the property and equipment. This

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could be an excellent on-the-job-training facility for local residents. The responsibilities could start out small and increase with experience and understanding of the needs and requirements of world travellers. This training could lead to management possibilities at large properties. Canada Manpower should provide some incentives for tourist operators to expand on this concept.

Once a development plan is completed, local employment opportunities would be available for the transportation of lumber and supplies from the nearest point by winter road, barge, or air. Also, the building of any new tourist facility would require carpenters, plumbers, etc.

Employment opportunities could also arise with the development of new air carrier bases to provide air services for the new lodges. These are most likely to develop at existing communities to serve as a transfer point from commercial scheduled services or the terminuses of roads and railways.

Native peoples could also expand the local craft 'industries' to supply these newly established lodges and other retail outlets.

All of these employment possibilities will not come easily. It will require a great deal of time,

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money and effort. But with a commitment from the federal and Ontario governments, and a great deal of co-operation and understanding between native peoples and the non-native peoples, we can do it.

IX. FINANCING

The provincial government, through the Northern Ontario Development Corporation (NODC), offers financing programs to the tourism industry in Northern Ontario. Current applicable loan programs include the loan forms of guarantees, term loans, incentive loans and extra-support loans. However, the most common loans are the term loans with interest rates slightly lower than conventional bank rates.

The Tourism Redevelopment Incentive Program (TRIP) is available for those wishing to renovate, expand, or establish new facilities, with interest rate subsidies of a maximum of 5%. Under the Northern Ontario Rural Development Agreement, funded jointly by the federal and provincial governments, financial incentives are available for worthwhile projects that can provide economic benefits to rural Northern Ontario. Grants are available under the NORDA program for:

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1. Tourist Facilities Marketing Program,

2. Tourism Attraction Development Program,

3. Planning and Feasibility Studies Program, up to $50,0000.

Other than these above-mentioned programs, and the federally-sponsored Federal Business Development Bank (FBDB), the tourist industry is required to work with the traditional type of lending institution. It is common knowledge that the tourism industry does not list high on the priorities of loans at most banks in Ontario. When loans are available through these means, interest rates are high and the terms are strict.

Although the provincially-sponsored programs offer interest rates at reduced rates, the tourist facility operator generally finds that these rates are still higher than his anticipated return on investment. Generally, the amount of paperwork involved and the slowness of the process detracts from the overall program.

In order to attract sufficient sums of monies for investment in tourist facilities North of 50, development funds must be made available. These funds should not only be offered at a very attractive interest rate, but also with a minimum of bureaucratic paperwork.

For comparative purposes, the province of Manitoba offers financial assistance through it's

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"Rural Tourism Industry Incentive Program". Funding is available for Tourism Upgrading, Tourism Expansion, and Tourism Development. Under the Tourism Development section, assistance is provided for "the development of new tourism accommodation, related services or tourism attractions". In addition, the plan sets out that "assistance will be available for up to 40% of the approved capital costs to a maximum level of support of $250,000. This will take the form of up to $25,000 in interest-free forgivable loans, and the remainder in the form of repayable loans. Projects which total less than $100,000 in capital costs are not eligible for assistance".

One interesting basic criteria for eligibility under this program states that "the project must be located within a tourism destination area". This type of funds allocation to regions or destination areas is a concept well worth considering for tourism development North of 50. Not only would the availability of funding benefit tourism development in those areas, but the concept would lead to a more structured and planned development program for the North. As destination areas are defined, the resources within them inventoried, and an overall development strategy formulated, funds could be released to encourage the tourism

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industry to fulfill those strategies within that destination area.

Tourism officials with the province of Manitoba tourism offices indicated that the interest rates associated with these development loans generally are set at 0%, and that in some instances in development areas, loans could reach $500,000 for individual project

X. MARKETING

This portion of the submission is presented as a guide to any potential tourist operation North of 50. Additional information can always be obtained through the Northern Ontario Tourist Outfitters Association, P.O. Box 1140, North Bay, Ontario, Telephone 705-472-5552.

a) Marketing Plans

An annual marketing plan is a key management task. Most operators concede that the value of budgets and marketing plans lie not so much in having them, as in their preparation. In order to develop a marketing plan, one must evaluate all of the options available, and determine the combination of promotional techniques most effective for the operation, the markets one is

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attempting to penetrate, and the available budget. By developing a marketing plan on an annual basis, one can maximize the exposure to the target markets and thereby greatly increase the effectiveness of promotions.

Regardless of the type of business - American Plan, European Plan, or Outpost - distinct goals and objectives must be determined. Profiles, requirements and origins of customers for each type of business may differ considerably, and therefore the types of marketing communication techniques that will be most effective in attracting potential customers will also differ. Segmenting the component areas will be of significant benefit as you begin to extend your promotions to new target markets and/or geographic areas.

The Ministry of Tourism and Recreation have available an excellent booklet entitled "Planning for Profits". It contains two parts: a step-by-step marketing plan guide, and a fill-in-the-blanks marketing plan to use in your business. This format should be used on an ongoing basis to determine the overall distribution of demand by market segment (i.e. families, fishermen, hunters, etc.) and by geographical origin.

Whereas it is important to know where your customers come from, it is also desirable to know as

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much as possible about their business, social or family background. Information pertaining to occupation, education, income level, age and family size can aid in developing policies for rate structure, advertising and promotion, recreation programs and other long-range planning.

Developing customer profiles is far more difficult than determining geographic origin. The most accurate method to determine guest profiles is through a customer survey. A mail-back survey can be more appealing and objective than an on-site survey. In addition to providing demographic information, this survey could be used to determine most frequently used newspapers and magazines, customer preferences for various facilities and services, and level of customer satisfaction.

b) The Contact

A high-quality four-colour professionally-produced brochure is a very important basic selling tool. When all the advertising in it's many forms and the personal selling are completed, the potential customer is left with your brochure, and the image that it projects to the customer will usually decide the sale. All seasons and all major activities

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important to the perceived market should be portrayed using high-qaulity photographs or sketches. A logo and a map should also be included. Travellers love maps - show them where they will be relative to some major reference point they can relate to. The name and logo should appear on all distribution pieces. The name of the property should appear on both the front and the back of the brochure, so that the property is identified no matter which side is up. Also, leave some blank space for travel agencies to insert their name, if travel agencies are to be used. We recommend the use of travel agencies, complete with a commission structure. Corporate clients prefer to use travel agents for all travel plans.

The majority of resort operators use direct mail primarily to distribute information to existing customers, and rely on mass marketing (e.g. newspapers and magazines) or word-of-mouth to generate leads. It is also possible to generate additional leads through a narrowly-targeted direct mail campaign. The annual marketing plan should also maximize demand from specialty markets during the shoulder seasons or slow periods.

An inexpensive way of creating publicity which is often overlooked is to have complimentary

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black-and-white photographs taken of each fisherman/ hunter with a catch. Any such photographs displaying an impressive catch or other noteworthy activity should be sent to the newspapers in the persons' home town. Local papers are always interested in items about the home-town society and the lodge or property is sure to be mentioned free of charge.

Sportsman or Travel Shows continue to be an excellent method of developing new business and reinforcing old business. Every major city has a sport show of some nature. These are probably one of the best ways to promote new properties. They give you the opportunity to have direct one-on-one selling. With a good property and good management, a professiona folder, and an attractive booth, excellent results can be expected from a well-designed sport show circuit.

The incentive travel market is a relatively new area which could be seriously developed for new facilities North of 50. Large companies such as Xerox and IBM often provide rewards in the form of travel/ trips to their salesmen and marketing staff who have met certain goals of the company. A growing number of sales companies have become involved with incentive travel. This form of marketing should not be overlooke

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Another opportunity for increased exposure is the European markets. Although few operations could afford an extensive advertising and promotion campaign directed exclusively at the European market, there are a number of steps than can be taken to attract demand from this market.

c) Marketing Assistance

The Canadian Government Office of Tourism assists in distributing brochures for international tourism operators. They can also assist in preparing foreign language brochures. Further information can be obtained by contacting the Marketing Communications area of the Canadian Government Office of Tourism at 613-995-6052.

The Ontario Ministry of Tourism and Recreation's Travel Trade Section can assist with contacts of overseas group and package tour operators that could be used in preparing mailing lists for a direct mail campaign. Also, some European Tour Wholesalers will participate in a co-operative advertising program. However, their commissions are high - 20% is not unusual, and they usually expect this to come off regular rates.

Reserve-a-Resort, with head offices in Kenora and branch offices in North Bay, is a new organization

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representing several dozen progressive tourist operations in Northern Ontario. It's main marketing thrust is in U.S.A. but it also participates at Rendez-Vous Canada and I.T.B. in Berlin. More information is available is 807-468-6064, or 705-472-0660, or through N.O.T.O.

The Northern Ontario Tourist Outfitters Association also prepares an extensive marketing program. Not only does it maintain an extensive magazine advertising program, but also prints and distributes over 110,000 four-colour directories. The N.O.T.O. office is located in North Bay, Ontario, 705-472-5552.

Another area that has some marketing possibilities is travel associations such as American Automobile Association or the Canadian Auto Associatio However, since it is expected that the majority of new tourist developments North of 50 will be fly-in opera- tions, it is doubtful if these associations would provide many marketing results.

d) Budgeting

In conjunction with annual marketing plans, one should develop annual budgets. This is an essenti management tool in today's highly competitive business

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environment. By allocating revenues and expenses to specific areas of the operation, the effect of changes in occupancy level and average rate can be more precisely determined. The budgets will also provide objectives to be attained and should be prepared annually, based on historic operating results, projected marketing plans, anticipated economic environment, anticipated capital expenditures, and proposed pricing structure.

Budgets aid in determining profit objectives for each of the various revenue centers, and form the basis against which to evaluate management performance. Also, budgets can be used to determine short-term cash flow deficits, borrowing requirements, funds available for volumes purchases or capital expenditures. The annual budget and the annual marketing plan form the basis of management for any business.

XI. SUMMARY

Tourism in Northern Ontario depends heavily upon the renewable resources of the fisheries, the wildlife, and the wilderness atmosphere. Those resources must continue to be available in sufficient supply to satisfy the growth and expansion needs of the industry.

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This report on tourism development North of 50 outlines concerns of the hunting and fishing lodge industry in relation to that area. It outlines suggestions to both government and tourist outfitters on management techniques, and it outlines development plans for that area. These outlines allow for well-managed expansion in concert with the resources, the environment and the needs of the area's inhabitants.

The hunting and fishing lodge industry is essential to the economic well-being of Northern Ontario. Of the $1.9 billion of total income generated by tourism in the North (1981 figures), $130 million was spent directly through the 1600 government-licenced lodges catering to hunters and sportsfishermen. Countless more millions of dollars were generated through their clients' travel needs within the North. In total, 67,000 Ontario citizens find employment in the tourism industry in the North.

To have a continuing tourism industry, management strategies with strict guidelines must be introduced to allow beneficial tourism expansion into that area lying North of the 50th parallel.

There are a number of our natural resources that our industry recognizes as being a necessity. The resources of the fisheries, big game, waterfowl, the

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wilderness environment, and all naturally-occurring physical wonders in the landscape must be managed to the best of our ability. For the maximum economic benefit to the peoples of Ontario, these resources must, for the most part, be managed on what is commonly known as the maximum sustained resource management philosophy.

It is possible for the fisheries resource to be utilized by all three main user groups, that is, sport anglers, local inhabitants for their harvest-food needs, and the commercial fishermen. Extraction of the resource by all groups must be based on the maximum sustained yield basis.

Our association makes recommendations in regards to fisheries extraction for the Tourism Use Resource. We outline a trophy-quality sport fishing harvest, a reduced-take sport fishing harvest, and a normal sport fishing harvest. All these fisheries extraction possibilities would be based on the results found from a complete inventorying of the lakes' fisheries, and would be set in conjunction with other user groups in the North. So, too, would the utilization of the various wildlife species be based on a philosophy, at minimum, of keeping population levels consistent with what they are today.

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The future development of the tourism industry in the northerly section of Ontario necessitates formal planning and policies of land occupation. In order to co-exist with other user groups and their needs, while at the same time protecting the needs of the tourism industry, Destination Tourism Areas have been recommended to facilitate development. These areas would offer additional protection of those resources vital to our industry. At the same time, they facilitate planned development to best suit the needs of tourism in the future.

With a land strategy comes the need to recognize the relationship between the water base, it's resources and our industry. The fisheries found within the water base must be protected from pollutants and water level fluctuations. The management of those fisheries must recognize the contributions made by the fisheries to the economy by the various user groups. Most importantly too, there must be the ability to access those fisheries by our industry, and the ability of our industry to utilize the resource and bring economic benefit to the province. Our industry must not be prevented, either through unrealistic zoning or through transportation limitations, from functioning throughout the North.

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Transportation of many forms will allow the citizens of this province to access our resources. In relation to the proposed Tourism Destination Areas, air transportation will include not only the traditional float-plane operation, but also major air strips servicing larger aircraft. Coupled with the need for upgrading in air transportation to the far north will be the need to look for better radio communications to development areas.

The tourist plant across the North is as varied as the imagination. Development without guidelines, and in many cases without controls in relationship to nearby resources, has led to an industry that has, to date, been unable to meet it's potential. To best satisfy the needs of tourism development and meet the requirements of resource management, N.O.T.O. has made recommendations on criteria that should be met prior to tourist establishment licences being granted by the Ontario Ministry of Tourism and Recreation. In addition, recommendations have been made on physical plant guidelines, suggesting types of facilities and the preference that should be shown for some types over others. The viability of these facilities, along with outlines on a number of lodge-related requirements, will be laid out in a proposed feasibility study through

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the N.O.R.D.A. program. The intent of these recommendations and the feasibility study is to direct tourism development in the proposed Tourism Destination Areas to high quality labour intense tourism operations.

Tourism development can encompass facilities and services in addition to lodge operations. Activiti such as canoe tripping, white-water rafting, photograph safaris, game and bird viewing, and survival camping have great potential in many areas of the North, and must be incorporated into long-term management plans.

Any tourism development in that area North of 50 will require labour and community involvement. Development strategies must be incorporated to benefit both the tourism industry and the northern citizens. If proper development policies are adopted, with the intent of creating a labour intense industry, then it is highly conceivable to reach a ratio of one employee for each guest. This goal would undoubtedly require the full co-operation of the local communities and citizens, the present tourism industry, and governments at all levels. Economic benefits would accrue to all, with the opportunity of greatly expanding northern community services, businesses, and labour skills.

Economic expansion in the North will require financing programs geared to the abilities of the

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business. At the same time, they must serve as a means of attracting additional capital and investment into the tourism industry. N.O.T.O. recommends a new financing program be introduced to specifically attract that investment to the proposed Tourism Destination Areas, in a manner that would assist in the planned development strategy being fulfilled. Once the strategies are developed, guidelines set in place to ensure the resources are maintained in perpetuity, and to ensure the needs of the tourism industry and it's clients are met, development can proceed. We have made recommendations on structuring that development through Tourism Destination Areas, controls on resource extractions, and guidelines on tourism facility development. To assist that development, we have recommended financing programs geared to the industries' needs.

We, as an industry and as an association representing the needs of our members and the industry as a whole, offer our full support and assitance in carrying out the necessary planning that will precede development. We are greatly concerned that the same problems that plague our industry in 1983 are not the same concerns that will face the tourism industry North of 50 in the years to come. We respectfully have

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submitted this report for the benefit of tourism, our province, and the inhabitants and resources found within the North.

APPENDIX A

THE NORTHERN ONTARIO TOURIST OUTFITTERS' ASSOCIATION

AMENDED AFFLECK REPORT

1981

APPENDIX A

THE NORTHERN ONTARIO TOURIST OUTFITTERS' ASSOCIATION

THE AFFLECK REPORT - COMMENTS BY N.O.T.O.

The Ontario Ministry of Natural Resources Guidelines for Locating Forest Access Roads and Managing Forest Reserves, commonly known as the "Affleck Report", is divided into four sections:

1. Recommended Operating Guidelines
2. Introduction
3. Forest Access Roads
4. Forest Reserves

NOTO's comments will deal with sections 2, 3, and 4.
In reviewing and suggesting alternative guidelines, NOTO has kept in mind the many problems the Forest Product Companies face in extracting timber - both the physical constraints of the landscape, and the existing obligations these companies have to their employees and unions.
Similarily, equal considerations were given to the commercial tourist operations which are, too, an integral part of the northern spectre.
In addition, NOTO has outlined a number of definitions that relate to the suggested guidelines.

2. Introduction

2.1. Problem
In recent years, many "outpost camps" have lost their outpost character because of the encroachment of other resource users, particularily the forest industry, and their access roads. These roads often destroy the economic viability of the commercial tourist operation.
Forest reserves encompass a large area of forested land. They represent a significant fibre loss to the forest industry, while on the other hand, an identifiable benefit to the tourist industry and public at large.
A need for consistency in dealing with these user conflicts have been identified for Northern Ontario.

2.2 Assignment
A sub-committee reporting to the Northern Ontario Committee was formed to study and report on the problem. Terms of reference were as follows:
"(a) To produce a set of operating guidelines to be used by the field staff in Northern Ontario to approve the location of forest access roads to minimize the effects such roads have on accessing lakes which now serve or could serve as a basis for outpost camp operations.
(b) To examine such instructions that now exist relating to shoreline and road reservations of trees and to produce a set of operating guidelines which will minimize the loss of merchantable timber volumes represented by such reservations while maintaining optimum aesthetics of the landscape."

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3. Forest Access Roads

3.1 Background

The Nature of the Outpost Camp Operation

There are approximately 1, 220 commercial outpost camps in Northern Ontario. These establishments, which are all licenced tourist operations provide opportunities for hunting and fishing in remote areas that are usually only accessible by air and/or water. The issuance of a land use permit for an outpost camp is covered by a policy which refers mainly to site selection and structural conditions. While a number of districts either have, or are in the process of preparing outpost camp plans based on resource capability, the number and location of outpost camps has been left largely to the discretion of the District Manager. The success of an outpost camp operation is dependent on the maintenance of "remoteness" and quality of hunting and fishing opportunities. Increasingly, the areas where these outpost camps are located are being encroached upon by other resource users (e.g., timber and mining operatio hunters and fishermen, summer resort subdivisions, etc.) - aided by the development of forest access roads. This situation has given rise to a considerable number of complaints from tourist outfitters. In addition representatives of N.O.T.O. and the Northwestern Ontario Air Carriers Association have stressed the need for greater control over the timing, planning and the location and construction of forest access roads. In response to this situation, District Managers of the Ministry of Natural Resources have been instructed to contact local tourist outfitters and/or associations once a year in order to apprise them of road construction plans that might affect their operations.

The Demand for Outpost Camp Sites

There is a significant demand for new outpost camp sites from tourist outfitters. While this demand can be partially attributed to the increasing popularity of the recreational experience provided by such establishments, it is also the result of existing outfitters attempting to relocate because of the encroachment of other users of the resource and/or the decline of hunting and fishing success due to the encroachment of the access roads.

The Nature of Remote Resort Operations

As well as the Outpost Camp Operations, there are many large, quality resorts located in remote areas of Northern Ontario. These licenced tourist operations are similar to the outpost camps in that they provide opportunities for hunting and fishing and are usually only accessible by air and/or water. Some of these resorts are on land use permits, and some are patented land. Unlike the outpost camps, these resorts hold anywhere from 16 to 60 persons, and have considerable property dollar values attached. The same concerns of the forestry access roads and timber reserves apply to the remote resorts.

Ministry of Natural Resources Involvement in the Development of Access Roads on Crown Land

The Ministry of Natural Resources is directly involved in road constructi in a number of programs including:

a) Public Forest Access Roads (for timber extraction and recreational us
b) Crown Land Subdivision Roads (mainly for summer cottages)

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In addition, the Ministry is involved in the review and approval of forest access roads built by the private sector on Crown Land. The increasing demand for the resources available from Crown Land will obviously result in the development of more roads. This situation is best reflected in the recent DREE agreement which provides for the expenditure of $60 million over five years for the planning and development of forest access roads.

Planning and Approval of Forest Access Roads on Crown Land

At the District level, the need for and general location of fores access roads (for timbering harvesting) is discussed in forest management plans and ten and five year operating plans--annual work plans identify specific road locations. In the planning and approval of roads, the following process is suggested:
a) a need for a road is identified, e.g. timber, summer subdivisions, etc
b) a realistic assessment of total resources and the impact a road will have on all these resources and resource users is carri
c) a road plan developed
d) a tentative location is presented to the District Planning and Roads Committee - Composed of ???
e) the District shall present plans to the public by requesting comments and organizing meetings

This process, if adhered to, can provide a reasonably good basis identifying conflicts. For example, most districts are able to identify, with a fair degree of specificity, the location of exist and potential outpost camp and resort locations as well as projecte timber cuts and access roads. Lacking are guidelines intended fo day to day reference that can be consistently applied across North Ontario.
Resource development and use dictates road access in an area and t need for sound planning and management of this activity is critica

3.2 Issues

3.2.1 With Northern Ontario's allowable cut largely allocated, the provision of access for the harvesting of timber is essential. A same time, the demand for tourist outpost camps is increasing. U standardized operating guidelines are available, conflict resoluti will remain difficult.

3.2.2 There is little or no integrated planning for forest access Strategic and local area planning will provide some guidance in th regard. However, it will be two to five years before such plans a prepared and approved for the Districts in Northern Ontario. Inte measures are obviously required.

3.2.3. Management plans, operating plans and annual work plans pr information on future cutting areas and access requirements. Howe there are no standardized guidelines for dealing with the locatio and subsequent closure or removal of forest access roads in the vicinity of existing or potential designated lakes.

3.2.4. In an area as large and as diverse as Northern Ontario, it difficult to provide guidelines with respect to road location and treatment, which are applicable in all situations. General topog

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and economic considerations do not permit an unlimited choice of routes

3.3. Recommendations

The following operating guidelines will apply to the location and removal of forest access roads.

3.3.1. Location of Forest Access Roads

All main forest access roads will be located at least 1.5 kilometers from the reserve around designated lakes

All secondary forest access roads will be located at least 600 meters from the reserve around designated lakes

All tertiary roads will be located at least 200 meters from the reserve around designated lakes.

3.3.2. Treatment of Roads after Logging is Completed and Regeneration is Established

All secondary and tertiary roads will be destroyed by scarifica or by other means to a distance of 1.5 km from the reserve around designated lakes, or to where they join a main road, whichever is firs encountered after logging is completed

3.3.3. Dialogue with Tourist Operators/Associations regarding Road Construction Plans

The District Manager will review all road construction plans for the upcoming 1 and 5 years based on the operating plans of the timb companies and/or Ministry plans with the local NOTO representative, local tourist Association, any tourist operator affected, and the local district representative for Ontario Ministry of Industry and Tourism. This review should be made as far in advance of proposed road construction as possible or as the plans become available. Unresolved conflicts arising from forest access roads are to be taken to the Assistant Deputy Minister of Ministry of Industry and Tourism and Assistant Deputy Minister of Ministry of Natural Resources.

3.3.4. Deviations from location and Treatment Guidelines

There will be no deviation from 3.3.1. or 3.3.2 unless the following procedures are adhered to:

i) The District Manager will meet with the timber company, the local NOTO representative, local tourist associations, and any tourist opera affected, and the local district representative for Ontario Ministry c Industry and Tourism to discuss and explore alternative routings or road construction or removal conditions. A modified road plan will/ma result.

ii) If the District Manager cannot effectuate an acceptable road plar a result of the above, he will refer it to his immediate superior

Every effort will be made to ensure that all MNR road proposals which appear to conflict with the parties noted above also undergo the abovc review process.

4. FOREST RESERVES

4.1 Background

It should be clearly understood that the word "reserve" refers to area of forest cover adjacent to major travel routes, lakes, rivers, creeks portages, trails, tourist establishments and railroads that are managed for one or more of the following reasons: maintenance of

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aesthetics, site protection, water quality, wildlife habitat and fibre production. Seldom are they managed as timber preserves.

To varying degrees the four northern regions have established management guidelines for reserves, also referred to on occasion as "buffer zones","special influence zones", or "enhanced management areas". Guidelines are in place in most regions and c only in numerical statements (distance primarily).

Although there are small differences in numerical values everyone recognized the need for intensified management on areas as well as the need for broad guidelines to provide the necessary flexibil as to their specific application on a case by case basis at the district level.

There is an ever increasing demand for wood fibre and an increasi concern expressed by the forest industry of lands being taken out of fibre production for other uses.

Similarily, there is an alarming concern shown by the other resour user groups such as cottagers, outdoor recreationists, sportsmen, trappers, and the tourist industry, as to the encroachment of the cut-over areas onto the sections of the resources they utilize. It is generally felt that the economic loss and the social value loss of other user groups does not warrant the removal of the forest reserves.

4.2 Issues

4.2.1 The demand for fibre is ever increasing but the land base for fibre management is decreasing through permanent withdrawal of productive forest land for other users.

4.2.2. There are no overall guidelines for establishment and propo management of reserve areas.

4.2.3 It is inevitable that problems have and will continue to ar because of the non-management of the reserve areas.

4.2.4 For districts to operate effectively, a degree of flexibili has to be provided in any set of guidelines

4.2.5. In order to set up valid reservations and eliminate superfl reservations, establishment criteria are necessary.

4.3. Recommendations

4.3.1 Establishment Criteria

The establishment and management of reserves are covered un a variety of provincial legislation and the guidelines of various branch programs. The rationale for the establishment of a forest reserve may include any one or a combination of the following:

i) To provide for the maintenance of existing and potential commercial tourism concerns

ii) To provide erosion and siltation protection for adjacent wa bodies

iii) To provide for the maintenance of aesthetics on travel cor (Roads, Railways, Canoe Routes, Trails, etc.)

iv) To provide for the maintenance of suitable fish and wildli habitat pursuant to study by the district and/or regional biologis

v) To provide for the preservation of certain significant hist geological, fishery, wildlife or vegitative features

vi) To provide for the maintenance of forest productivity and

and utilization of wood fibre.

4.3.2. Management Guidelines

Minimum Depth of Forest Reserves

In establishing a valid justifiable reserve a specific minimum depth requirement is stated. As a general guideline the following specific figures are to be used in case by case evaluations of these reserves. The use of these distance criteria, or extensions of them, will depend in each case on the values to be protected, management objectives for the reserve and its physical characteristics

Major Highways (11, 17, etc)	200M
Secondary Highways	150M
Larger Lakes (100 acres)	150M or skyline
Railways	Negotiable
Trout streams which double as wildlife cover	100M
Signified Portages or Trails where travelled portion cannot be kept free of logging debris	50M
Islands of less than 1000 ha	no cutting
Islands of more than 1000 ha	200M
Commercial Tourist Establishment, as measured from periphery of the land contained in Land Use Permit or owned property	600M

4.3.3. Specific Guidelines

To provide flexibility in the use and establishment of these reserves, application of the following guidelines will be based on individual assessments of management requirements. Specific management objectives for the reserve will dictate the guidelines whic must logically be followed, but will also indicate alternative means c achieving these objectives. These alternative management guidelines may differ from those stated in this report, with the achievement of the management objectives for the reserve being of primary concern. Management requirements may include any one or a combination of the following guidelines or more specific guidelines resulting from case by case assessments of the reserves.

i) Forest reserves should be considered as untouchable timber reserves

ii) Do not cut trees from steep slopes if soil erosion and soil slides are expected to follow the cut

iii) Preserve the requirements of wildlife and other values when planning forest reserves as set down by the district and/or regional biologists

iv) Keep public and individual parties informed on the management o forest reserves

v) Post forest reserves with appropriate signs explaining the management technique used and objective expected, whenever practical

vi) Unresolved conflicts arising as a result of forest reserves are to be taken to the Assistant Deputy Ministers of Natural Resources and Industry and Tourism.

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DEFINITIONS

1. DESIGNATED LAKES - for the purpose of these guidelines, a designated lake is any lake and/or waterbody (in the case of a riv stream) which is necessary to the operation of a licenced commerci tourist establishment.

2. PRIMARY ROAD - for the purpose of these guidelines, a primary is a main haul road that is generally open year round, and is const in such a fashion to have a minimum life of 10 years to be financia practical, at costs of approximately $60 - 70,000 per mile.

3. SECONDARY ROAD - for the purposes of these guidelines, a secon road are those road systems that have their beginnings at a main ha road, are mostly year round with a minimum life of 2 to 3 years, ar constructed at costs of approximately $25 - 35,000 per mile.

4. TERTIARY ROADS - for the purpose of these guidelines, tertia roads are those roads that are formed in such a manner to have a li of only 1 season.

APPENDIX B

SUBMISSION TO

HON. KEITH NORTON

MINISTER OF ENVIRONMENT

ON

ENVIRONMENTAL ASSESSMENT ACT

FROM

NORTHERN ONTARIO TOURIST OUTFITTERS ASSOCIATION

DECEMBER 13, 1982

APPENDIX B

At a recent meeting of the Board of Governors of the Northern Ontario Tourist Outfitters Association (NOTO) the resolution quoted herein was passed unanimously.

> "That all Ministry of Natural Resources Forest Management Activities continue to be subject to the Environmental Assessmen Act and in order to ensure the continuing viability of Forest Management activities MNR be granted a temporary exemption orde subject to but not limited to the followi condition.
>
> Prior to the commencement of any forestry activity Ministry of Natural Resources in consultation with the Ministry of Tourism and Recreation shall be responsible to re solve all difficulties which may arise so as to ensure the continuing viability of the tourist industry."

In reviewing the provisions of the act we believe your role is to ensure the safeguards in the Environmental Assessment Act are applied to all resource users in a equitable way. Our industry relies on the natural environment for its existance. The E.A.A. provides the protection to outfitters if applied properly. We realize skillful management to achieve an appropriate balance of forestry and tourism objecti will be necessary, and we will support such thrusts. We cannot however, understand the concept of exempting the Ministry of Natural Resources from E.A.A. provisions which reflect

.....

directly on our industry as would occur should a class Environmental Assessment without specific Tourism provisions be allowed. Such an assessment would be an intolerable abuse of the E.A.A. and segregate your Ministries obligations under the act. We believe it encumbent upon you to exercise all legislative powers granted,to apply the intent of the named resolution to all Land Use Plans, especially to the West Patricia Land Use Plan.

Planning for the future must include the Environmental Assessment Act and all its provisions. Any attempt to obliterate the needs of the tourist outfitter industry by modifying the E.A. Act for the Forest Products Industry through the Ministry of Natural Resources is a gross injustice to our industry and ultimately the people of Ontario.

We can understand and accept the need for a temporary exemption order which lays down specific reasons and sets perimeters for operations by and on behalf of the MNR, but we wish to have the temporary exemption continue until such time as an appropriate class Environmental Assessment can be negotiated. Such a document would necessarily include protection for the national environment which directly relates to our industry and would include regulations recognizing the needs of the tourist industry. Surely we can expect no less, for our industry is rapidly growing, a fact which requires considerable thought in context of available

resources and their protection.

In short we wish to be recognized as a part o
the resource user group with our concerns car
ing a weight,cognizant of our position and ne
Any move to grant a class Environmental Asses
without the inclusion of tourism related regu
tions is not acceptable.

APPENDIX C

NORTHERN ONTARIO TOURIST OUTFITTERS ASSOCIATION

PROPOSAL REGARDING

PROVINCIAL PARKS IN ONTARIO

R. Munford
Vice President

October 31, 1982

APPENDIX C

At the outset it is important to outline the basi premise upon which this position regarding parks is established. Parks should be created for the benefit of the greatest number of people. They should be available to all people, from all walks of life and all levels of ability and mobility. This expands the park user concept whereas existing proposals tend to reduce user potential. To achieve this objective parks must provide affordable, accessible recreational and vocational experiences to all residents and visitors. They must, therefore, be accessable and hospitable.

The commercial tourism industry has the ability to provide funding, hospitality and know-how to the benefit of the government and the people of the province which would not be possible for the government sector in the present or foreseeable economic climate.

Given this premise current park guidelines need to be completely re-examined. As currently written they preclude tourism industry operations from all but one class of park. New and dynamic guidelines are required because the complexity of the user resource relationship precludes the establishment of static guidelines. In particular without tourism industry operations, including motorized transport, the provision of a full range of hospitality services in parks is not possible. For example, current guidelines preclude hunting in certain classes of park. If guidelines were designed to reflect identified needs of users it

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may not be desirable to prohibit hunting from all parks. The tourism industry should be enabled to discuss these and similar items to ensure that park objectives consistent with the needs of the users and the potential economic contribution of the tourism industry are met.

N.O.T.O. will support changes in the operations, physical plant and equipment of tourist establishments in parks so as to be consistent with a revised set of guidelines. For example, it may be desirable and necessary to alter the colour and design of buildings and to adjust operating techniques to allow them to conform with the aforementioned amended guidelines.

It is the perspective of N.O.T.O. that a form of zoning may be required within each park to ensure that the needs of all segments of potential park users are met. This would, for example, allow specific areas to be set aside within all parks to provide nature reserves, wilderness preserves or areas free from any lasting evidence of the presence of man so that all types of user resource relationships can be accommodated.

Processes

To bring about these changes an overseeing parks management board should be established. This board, comprised of the Ministry of Natural Resources, the Ministry of Tourism and Recreation, tourism industry representatives, forest products industry representatives and representatives of the naturalist-environmentalist lobby, would be charged with making recommendations to the Ministry of Natural Resources on all aspects of park management.

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Part of the mandate of this board would be to establish the required processes. These would include:

1. The development of an agreed upon set of new park guidelines.
2. Taking into consideration the protection and preservation of the natural environment and it's resources.
3. Research to establish the needs of existing and potential users for parks services in each location.
4. The agreement of a master plan for each specific park delineating the zones required to meet the board's objectives.
5. The establishment of park tourism management agreements, between the tourism industry operators and the park authorities, setting out all details of operational and financial arrangements.
6. An ongoing process to periodically re-assess the relevance of the park guidelines and master plans in the light of changing needs and user patterns.
7. A fair and equitable compensation system for any changes required to the location and/or operations of existing tourism businesses currently located in, or working within new park areas.

To summarize, having established the parameters and processes of an effective and efficient parks management system, it is incumbent upon us to make it clear that N.O.T.O. takes the view all parks should have a tourism hospitality component in order that they can achieve their objectives. If

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parks are to be established without provision for commercial tourism operation then we cannot support the concept. To set aside vast land areas for a small number of people without concern for the vacation and recreational needs of the majority of the public cannot be justified in the light of the need to make the best economic use of the natural resources of the province.

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    1. Barney Lamb, tourist outfitter and air carrier, Barney Ball Lake Lodge, Manitoba and Ontario;

    2. Art Pascoe, tourist outfitter, Plummer's Great Slave Lake Lodge, Northwest Territories;

    3. Lloyd Carlson, tourist outfitter, Nordic Lodge, Saskatchewan;

    4. Larry Thorarinson, tourist outfitter, Silence of the North Lodge, Saskatchewan;

    5. Henry Siemens, tourist outfitter, Siemens' Camps, Saskatchewan;

    6. Richard Koopman, tourist outfitter, Jan Lake Lodge, Saskatchewan;

    7. Murry Armstrong, tourist outfitter, Porter Lake Fly-in Camps, Saskatchewan;

    8. Paula Reuple, tourist outfitter, Flotter Lake Resort, Saskatchewan;

    9. Cliff Blackmore, tourist outfitter, Athabaska Camps Limited, Saskatchewan;

    10. Verne Biller, tourist outfitter, Cree Lake Lodge, Saskatchewan;

    11. Al Reid, tourist outfitter, Manitoba;

    12. Hal Stupkinoff, Secretary-Manager, Northern Saskatchewan Outfitters Association, Saskatchewan.

George Nadeau - individual
* presenting at Timmins Hearing *
JAN 19 1983

HS 189

Dear Sir, January 15, 1983

My name is Georges Nadeau. I come here for myself as a contractor + on the behalf of ~~I am a wood contractor~~ in the Timmins area. I cut or hire men for cutting in patented claims, veterans lots and crown land area. Depending on the season I hire 10 to 15 men. Most of the ressources for small contractor like me are in the crown land area.

I am against the project of giving 22 townships in the Timmins area to the company Mallette Lumber of Timmins.

Those 22 townships contain almost all of the crown land wood. The wood contractors ~~will~~ would lose their most important supply.

I am not against giving enough wood to Mallette so that he can continue his operations but dont give him every thing, save some for us. We need to work too

If this project is approved the wood contractor will depend upon Mallette for contract. That will create a dangerous situation for ~~them~~ HIM.

It is impossible to operate a business and realise a profit ~~in~~ WHEN dealing with Mallette. They buy the wood from the contractor at a price too low.

We, the wood contractor have to cut, according to the Ministry of Natural Ressources policy, the poplar as we are cutting the soft wood. In our area it is hard to sell that poplar except for Mallette, and if a wood contractor sells his wood somewhere else, Mallette will refuse to buy his poplar. Therefore most wood contractors are stuck with Mallette and are in financial trouble.

I have looked everywhere to sell my Poplar and I did it dealing with companies such as Normick, Tembec, Ontario Paper and Spruce Falls. Even with Transportation cost considerably higher compared to the contractor selling to Mallette, it was still more profitable. I was therefore independant enough to sell my softwood to other company to a much better price, mostly to Abitibi-Price. It was more profitable even with that higher transportation cost.

We, the wood contractors have to cut poplar as well as soft wood according to the Ministry of Natural Ressources. It would be easy to sell our soft wood + have the poplar to Mallette in Timmins because poplar is harder to sell but this Company Mallette has a policy of not buying one cubic foot other from any contractor. Therefore, most of us are stuck with Mallette + are in Financial trouble.

There is a certain amount of wood to cut on Patented claims and Veterans lots but in obtaining those 22 township, Mallette would control access roads to these places which means potential problems for independant contractor.

Wood contractors are economically important for our region. It is important to help them by making sure they have a continuous supply of wood. In our society we try as a general RULE ~~pattern~~ to prevent monopoly and to promote healthy competition, here we have an opportunity to show ~~that~~ THIS.

If this project is approved ~~this~~ IT means the end for many wood contractors in the short term. It will be impossible for an independant wood contractor to survive.

Thank you for your attention

Georges E Nadeau

Georges E Nadeau
132 Queen
Timmins, Ont
P4N 4L6

P.S. I want to present this memorial in French.

We ask that you reserve 3 townships Ogden Price + Fripp which are included in the 22 townships asked for by Mallette because the roads are already prepared for the wood contractors + also we would like the restrictions be lifted on the Patented Claims.

George Nadeau - Individual
presenting at Timmins Hearing

Typed from Original

Update of HS 167

Dear Sir,

January 15, 1983

My name is Georges Nadeau. I come here for myself as a contractor and in the name of all small contractors in the Timmins area who are of the same opinion. I cut or hire men for cutting in patented claims veterans lots and crown land area. Depending on the season I hire 10 to 25 men. Most of the ressources for small a contractor like me are in the crown land area.

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Those 22 townships contain almost all of the crown land wood. The wood contractors would lose their most important supply.

I am not against giving enough wood to Mallette so that he can continue his operations but dont give him every thing, save some for us. We need to work too.

If this project is approved the wood contractor will depend upon Mallette for contracts. That will create a dangerous situation for him.

It is impossible to operate a business and realise a profit when dealing with Mallette. They buy the wood from the contractor at a price too low.

We, the wood contractors have to cut poplar as well as soft wood according to the Ministry of Natural Resources. It would be easy to sell our soft wood & leave the poplar to Malette in Timmins because poplar is harder to sell but this compangny has its own policy of not buying one without the other from any contractor. Therefore most of us are stuck with Malette & are in Financial trouble.

I have looked everywhere to sell my Poplar and I did it dealing with companies such as Normick, Trembec, Ontario Paper and Spruce Falls. Even with Transportation cost considerably higher compared to the contractor selling to Mallette, it was still more profitable. I was therefore independant enough to sell my softwood to other companies to a much better price, mostly to Abitibi-Price. It was more profitable even with that higher transporation cost.

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If this project is approved it means the end for many wood contractors in the short term. It will be impossible for an independant wood contractor to survive.

Thank you for your attention

Georges E Nadeau
132 Queen
Timmins.
P4N 4L6

P.S. I want to present this memorial in French.

I

Bonsoir Messieurs,

Je viens en mon nom personnel et au nom des petits contracteurs de bois qui partagent mon opinion, faire non pas une suggestion, mais une réclamation de nos droits au sujet du partage des limites de bois.

Je suis contre le projet de donner 22 cantons à Mallette, et je vais vous expliquer pourquoi.

Je coupe sur des terres de
la couronne, sur des lots
de vétérans et sur des clai
patentées.

Si Mallette obtient to
ce qu'il a demandé, il aur
le contrôle absolu, car ce
22 cantons contiennent
presque toutes les terres
de la couronne, où il es
possible pour nous de
couper du bois.

Sur ces 22 canton
il y a beaucoup de clai
patentés et de lots de vété
Et même si les chemin
sont payés par des actio

du gouvernement, Malette fera tout son possible pour nous empêcher de s'en servir, si nous vendons notre bois ailleurs.

Voici le gros problème : Pourquoi on ne vend pas notre bois à Malette?

Au départ, on est payé de 30 à 32 7/8 de moins ~~la corde~~.

En plus, grosse coupure sur la mesure si on compare avec Abitibi Price.

Je ne suis pas contre
l'idée de donner assez
de bois à Mallette pour
qu'il continue ses opérations
mais j'aimerais qu'on
nous en laisse un peu.

D'ailleurs, Mallette
a obtenu en 1982, le
township Penhorwood
et il vient d'obtenir
de la Spruce-Fall
le township Mellrose
ce qui représente un
très gros volume de bo

Nous demandons qu'on nous réserve les 3 cantons suivants : Ogden - Price - Fripp lesquels sont contenus dans les 22 cantons demandés par Mallette, et où déjà des chemins ont été préparés pour les petits contracteurs

Nous demandons aussi d'enlever les restrictions sur les claims patentées ~~et sur les lots de pâturages où il y aurait du pin gris~~.

Nous demandons aussi que le droit de passage soit libre sur tous les

cantons où nous aurons
à passer pour aller
chercher le bois sur les
lots de vétérans où sur
les claims patentés.
Et nous ne voulons pas
être ennuyé par Mallet
si nous vendons notre
bois ailleurs.

Nous demandons
aussi que le 20% de
dépôt demandé par le
ministère, sur le bois
que nous couperons
au cours de l'année
soit enlevé, car ce dépôt
affectera purement les
petits contracteurs.

J'aimerais aussi publi-
quer que j'approuve
en partie le projet F.M.É

J'assure notre co-
pération à 100% pour
la plantation des arbres

Maintenant je
me pose une question:
Pourquoi Mallette
fait-il signer des contrats
par les petits contracteurs
pour couper du bois
sur les cantons qu'il
n'a pas encore?

Maintenant je me pos
une question :

Pourquoi Mallett
fait il signer des co
trats par les petits
constructeurs pour
couper sur les canto
qu'il n'a pas encore

Je termine, et j'espère que ces demandes seront prises en considération par cette commission Royale d'enquête et que celle-ci les présentera au gouvernement.

Merci beaucoup.

Rec'd Feb. 16/83

HS
190

A HORTICULTURIST CONCERNS ABOUT PARK DEVELOPMENT

AS TO SENSITIVE NATURAL AREAS

A submission to the Royal Commission on the Northern Environment.

Submitted by:

Kees J. Stryland
Timmins Horticultural Society
173 Columbus Ave.
Timmins, Ontario

Ontario is the most advanced province in Canada at the moment in protecting its natural heritage. Its diversity of habitat and abundance of plant life create ideal conditions for many wildlife species.

The forests, fields and wet lands contain a wealth of unusual plant communities. The boglands or Black Spruce swamps of Northern Ontario are particularly rich in Orchids (Native). Twenty different species occur here:

a) Yellow Lady Slipper - Cyripedium calceolus
b) Sparrow Egg Lady Slipper, Cyripedium pusserinum
c) Heart Shaped Orchid, Listera Cordata
d) Northwind Orchid, Listera Borealis
e) Broad leaved twayblade, Listera Convallarioides
f) Northern slender Ladies tresses, Spiranthes Lacera
g) Hooded ladies tresses, Spiranthes Romanzoffiana
h) Tessellated Rattlesnake Plantain, Goodyera Repens
j) Small round-leaved Orchid, Amerorchis Rotudifolia

Some of the more rare, endangered species are:

k) American Froy Orchid, Coeloglossum virida (long-bracted)
l) Butterfly Orchid, Platanthera Psycodes (Lesser purple fringed orchid)
m) Small Northern Bog Orchid, Platanthera Obtusata
n) Large round-leaved Orchid, Platanthera Orbiculata
* o) Broadleaved Orchid, Plantanthera Dilatata

The endangered Orchids are even more fragile when one realizes, the following biological phenonemon.

These orchids propogate themselves without the benefit of lepidopterous insects (bees, butterflies) but mosquitos which feed heavily on Northern plants, possibly play a large role.

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When we speak of rare or endangered species it is defined as such:

A rare species is any Canadian wildlife species which because of its biological characteristics, or because it occurs at the fringe of its range, or for some other reasons, exists in low numbers or in very restricted areas in Canada, but is not currently threatened with extinction.

Endangered species are those whose continued existence in Canada is immediately threatened owing to the action of man. The greatest threat to most endangered species is habitat destruction.

Other unusual Orchids found in Proposed Wilderness Parks; Atikaki Proposed Wilderness Park (MNR designation: Woodland Caribou) and Opasquia Proposed Wilderness Park.

Calopogon Tuberosus - Grass Pink Orchid
Arethusa Bulbosa - Dragon's mouth
Malaxis Palvdosa - Bog adder's-mouth Orchid
This is an epiphytic orchid (plant that does not need soil). Plants have been described as climbing up the sides of wet stumps. It is very inconspicuous because of its tiny stature and greenish colour. This plant usually grows in open sunlit acid sphagnum bogs where its roots can be kept cold and continually wet. If these areas were to be opened up to ambitious peat farming operations these wild native plants would disappear much to our sorrow. Sights fields north of Cochrane

NOTE: Some of these Orchids are associated with special fungi, bacteria, when they are growing both are benefiting from this relationship, when logging disturbances occur this alters this plant relationship.

Ministry of Natural Resources, "Discussion Paper"
"Towards a Wetlands Policy for Ontario September 1981"
pg. 4 "The Benefits of Wetlands"
"Ecological Benefits"

I feel that a detailed discussion on the values of Environmentally Sensitive Areas should be undertaken and a relationship and

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similarities between between Environmentally Sensitive Areas and Provincial Wilderness Park Criteria.

The diversity of flora in the Northern Regions of the Province is not represented truly (by sensitive areas) and two-thirds of these areas are for Forest tree seed production or Reforestation (regeneration in some areas).

There seems to be a lack of information available in some cases on Sensitive Areas on endangered species, abundancy or rarety.

As you can see, Ontario is an ecologically rich province.

There are many serious inconsistencies in Developing Northern Areas for Park Areas. In Northwestern Ontario, for example, there is proposed a series of large Northern Nature Reserves, our Northeastern region has none. The nature reserves component of the system (Parks) is probably incomplete, because there still has not been a complete inventory, of recreation and historic-class parks, left largely to be determine as the need arises.

In some Areas, the message is all too clear: Parks with logging, mining, peat-farming operations, hunting, motorboats, lodges - - when does a park cease to become a park?

Parks are fine, as long as "our" particular use is allowed to continue!

We face the great danger of dilution - the watering down of the ideal concept of parkland until nothing remains.

One of the dangerous things that could happen is this:

One of the Ministers stated when asked about mining, for example, that if mineral exploration turned up a viable deposit "he would simply withdraw the park proposal to allow mining development to proceed". Where are the priorities. Clearly we are going to have to be very persuasive to win Wilderness Park status for many of the candidate sites. We must make it clear, for instance, that the Horticulturist position does not ignore other users and local concerns.

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In many cases I have supported a long phase-out period for conflicting uses to minimize local disruption.

Perhaps the strength of Ontario Parklands lies in Polar Bear Park which symbolizes the great north, its expanse and loneliness and a saltwater shore in the land of tundra. Its coastal region is underlain by continuous permafrost. The winter arrives early and leaves late. High summer is unknown, the coast a treeless, windswept tundra is dominated by grasses, sedges and creeping shrubs. Lapland Rosebay, Cloudberry, Crowberry, Blueberry and Mountain Cranberry prefer slightly raised drier areas.

Surprisingly, the flora produce many interesting and adaptable flowers in the short growing season. Some of the more frequent plants include Mountain Avens, Milk-vetch, Yellow Saxifraye and Lousewort.

A transition forest occurs where the boreal forest slowly attempts to invade the harsh tundra environment. This battle of survival produces a broad band of intergrade communities known as the treeline. Black Spruce, White Spruce, Larch, Balsam, Poplar, Dwarf Birch and Willow are able to grow on well drained sites such as old beach ridges or stream banks.

Polar Bear Park has no road access and all visitation is by air and must be well organized. Careful studies should be made in regards to access roads into these areas for forest evaluation and mineral exploration. Attention should be given so as not to damage these fragile ecological and natural habitat areas where each spring diverse bird population raise their young and breed.

Some areas exhibit great richness of habitat such as March along a river e.g. across the North, Ministry of Natural Resources have been recommending that Park Candidate be cut back. At least 30% of the Candidate Parks in Northwest Ontario have been dropped, including that special scenic place known as Avlneau (Proposed Wilderness Park) by Sioux Narrow, Lake of the Wood Area, Brown-Wilson, Killarney Area has been dropped and OGOKI-Albany (MNR designation: White Water Lake) cut back.

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I believe that access roads and timber extraction (which would include Budworm insecticide spraying and Fertilization of reforested stands and replanting) would change the PH soil horizons, changing drastically the ecology of the region (local). Some years ago the Federal Ministry of the Environment started a program called the Feasibility of draining Peat Bog for improved timber growth of Black Spruce. A lot of work has been done in this field for the Silviculture of Black Spruce. This too, changing the drainage patters, oxidizing the peat layers or sphagnum layers changing the ecology of a region.

The wilds have coloured our national character and continue as a central theme in Canadian art, literature and thought. Our film and music makers have also drawn on the sounds and imagery of this natural heritage. Parks have eternal values that originated millenary ago when their natural features and living communities began to form. These values will continue only as long as we can wisely interpret the phrase "for the benefit, education and enjoyment of present and future generations".

I cannot accept the concept proposed by the forest industry for multiple-use wilderness. The park horticulturist or ecologist advocates can have an area for wilderness the year after they finish logging.

I cannot accept the introduction of new extractive industries into previously untouched candidate parks such as Ogoki Albany.

Many forest industry spokesmen have stated new parks especially northern wilderness parks will mean loss of billions of dollars to the northern economy, will seriously threaten the long term supply of wood needed by existing mills and will turn vast tracts of public land into private playgrounds and Nature Reserves for a few people.

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Some of these areas are inaccessible and as such should be left for their natural beauty and to get timber out would spoil the area and in come cases unprofitable (timber returns).

In far northern areas it takes many years to replace those forest stands (regeneration).

Proposed wilderness parks involve less than 2% of the productive forest base in Ontario, in other words only a few years cutting at present rate.

Government subsidies to make the industry competitive have been accompanied by major reductions in woods industry jobs. A preoccupation over the years with short-term profitability, has left the dozens of single industry communities across the north without any permanent founddtion for prosperity.

Parks and park supporters provide convenient targets for an industry that has backed itself and dependent communities into an economic corner and a degraded environment.

It also seems clear that a major policy change is needed to establish a sustainable and efficient level of timber cutting on productive sites. If the government is politically shy of this approach and accepts the argument that the road to industry salvation runs through park lands then the 21st century will bring with it an industry without wood and a province without wild country.

Future parks are also challenged by the needs of other major groups, Native people, Tourist operators and Sportsmen who share much in common with Park supporters and identify mutual interests in resource policies.

Some of the Natural Areas in Northern Ontario that need watching, Possible Wilderness Park Designations:

1) Opasquia Proposed Wilderness Park
   Attawapiskat Karst - Unique Natural Features

2) Atikaki Proposed Wilderness Park
   (MNR designation: Woodland Caribou)

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3) Ogoki-Albany Proposed Wilderness Park
(MNR designation: Whitewater Lake)

4) Kesagami Proposed Wilderness Park

If the habitat will withstand human visitation, fine but if it is too sensitive then we must be willing to forego our selfish pursuits. Our parks contain such special features that this principle must guide the management of the system, otherwise our recreational demands will threaten the very existence of fragile natural environments.

When we place a value on a park, we are immediately measuring it in human terms. As people however we wield such tremendous power to destroy or protect nature that our values are indeed significant. How can we then value an area we might never see, such as Polar Bear Provincial Park.

Even if we have no regard for another creature's life or other living things (plant like) we owe it to ourselves to ensure that parks are managed with respect for the natural environment.

If we start selecting areas for possible parkland for Ecological reasons, I would like to see four general criteria used.

First some representation from this area (Horticulturist, Biologist; Ministry or otherwise; Ecologist) in regards to the Ecological region (fauna & flora) discussed.

Second, the Parks or Area in question must be attractive to the interested horticulture group or ecologist.

Third, there must be protected area where the resource will remain available for study and appreciation and Fourth the ecosystem must be of provincial significance (rock-faults or geological formation or unusal plant species habitat) or River system.

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Also it seems that very little discussion has been established over Land Use Plans on the beauty of our Northern Areas that should be parks but sadly remain unprotected.

As the twentieth century draws to a close man slowly starts to recognize the importance of environmental protection.

Ontario is fortunate to have a valuable heritage still awaiting discovery and preservation.

Rec'd Feb. 16/83

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Canadian Institute of Forestry / Institut Forestier du Canada

NORTHERN ONTARIO SECTION
Feb. 14/83

SUBMISSION TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT FEB. 16, 1983

The Canadian Institute of Forestry was established in 1908 to serve Professional Foresters in Canada. It has over 2200 members nationally and sections in every Province. The membership includes civil servants, forest industry employees, academic and self-employed members. This submission is from the members of the Northern Ontario Section. The section boundary includes communities from Hearst in the west to Kirkland Lake in the east and from James Bay in the north to Gogama and Chapleau in the south. We have members or regular contacts with forest managers wherever forestry activity occurs within this area. The boundaries of the Northern Administrative Region of the M.N.R. correspond roughly with our section boundary and data from reports pertaining to the Northern Administrative Region is referred to in this submission.

The Royal Commission on the Northern Environment established July 13, 1977 has the broad mandate:

1) to inquire into any beneficial and adverse effects on the environment of any major enterprise north or generally north of the 50th parallel.
2) to inquire into methods that should be used in the future to assess, evaluate and make decisions concerning the effects on the environment of such major enterprises.
3) to investigate the feasibility and desirability of alternative undertakings.
4) to report and make such recommendations as deemed necessary to carry out the purpose of the Environmental Assessment Act 1975(E.A.A.)

Two objectives of the Canadian Institute of Forestry (C.I.F.) pertinant to this Royal Commission's mandate are:

1) to encourage a wider understanding of the problems of forestry including the maintenance and improvement of the environment.

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2) To improve all aspects of forestry practice in Canada.

The following are a variety of comments, concerns or recommendations expressed by the members of our section.

1) The Commission will undoubtedly base its' recommendations on its assessment of material presented by interested parties and on its own experienced judgment. Much of the material presented will deal with the principles of forestry and practical operating procedures on timber licence area and other Crown lands, particularly those in Northern Ontario. Accordingly, we recommend that consideration be given to appointing a recognized forestry expert, particularly with experience in Northern Ontario, as an advisor to the Commission during its hearings and subsequent deliberations, if this has not already been done.

2) N.E. ONT. STRATEGIC LAND USE PLAN

We are in general agreement with the O.M.N.R.'s SLUP forest management objectives, and strategies to implement these objectives in the Northeastern Planning Region.

The objectives include:

-within the limits of sustained yield management to provide to the Region's forest based industries a supply of wood sufficient to meet estimated industrial requirements.

-to encourage the production of the maximum "value added" to the provincial economy from the industrial use of the forest resource by promoting as full and complete a utilization of the available forest resource as is commercially possible.

-to provide for other uses of the forest through sound forest management.

The strategies to be used are outlined on P. 19 of the Northeastern Ontario SLUP

3) Annual Allowable Cut (AAC)

The method of calculating AAC in the past has assumed that all merchantable timber stands would be harvested. We know that for various reasons this isn't so and that because of this, AAC figures are optimistic or too high. As stated in the Economic Future of the Forest Products Industry in Northern Ontario (EFFPINO) the report prepared for the R.C. on N.E., currant AAC are based on the assumption that all species within specified stump heights and top diameters in a given working group will be harvested. We know that in actual practice utilization never achieves this goal, therefore this further contributes to inflated AAC figures.

When old growth timber comprises a disproportionately large componant of a forest as it does in Northern Ontario, the forest contains more volume than a normal forest and the AAC is increased in an attempt to utilize this extra volume from the older age classes before it is lost. This common practice also has the effect of inflating the AAC.

The present state of information available on Ontario's wood supply is not sufficiently precise in many cases to give assurance that AAC based on this information accurately estimates volumes of merchantable wood available. In some areas operational cruise information has revealed that FRI estimates have overstated the AAC by as much as one-third.

These factors plus others outlined in the report Economic Future of the Forest Products Industry in N.O. (EFFPI) clearly indicate that existing AAC figures are overstated.

Data from the Northeastern Ontario SLUP show projected industrial requirements for conifer and the AAC roughly equal at 1.9 million net merchantable cunits by the year 2000 in the Northern Region. It is obvious, therefore, that the AAC will not be sufficient to sustain existing industrial requirements for conifer before the year 2000.

Factors which will further aggrevate the situation include:

-dropping AAC figures as the forest approaches the normal age class distribution.

-dropping AAC due to reduction of the productive forest land base for any of a number of reasons many unavoidable eg: parks, rt-of-ways, written off areas etc.

We agree with the authors of the EFFPI that the present overestimations of supply by AAC calculations do not contribute to the goal of coping with scarcity and will only make the needed adjustments more difficult in the immediate future as depletions become more obvious and pressing.

Under the new Forest Management Agreements a new method of calculating AAC is being used. Where a preponderance of overmature timber exists on the agreement area the AAC is accelerated even more than in the past. We feel that where this causes short falls in timber supply for an agreement holder at some point in time, in the future, that serious consideration be given to reduce the amount the AAC is accelerated, at the risk of losing some overmature timber.

4) The Eonomic Future of the Forest Products Industry in Northern Ontario. (EFFPINO)

We agree with the R.C. on N.E. that there is a shortage of readily available, understandable information, on which to base decisions

4) Continued

regarding the future role of the forest based industries in Northern Ontario. The EFFPINØ adequately fulfills its objectives to;

1) explain the present structure of the forest industry in Northern Ontario and the reasons for that structure and...

2) to predict the possible future of the industry.

It provides much useful background information on market shares, pricing structure and manufacturing costs.

We are particularly interested in the section dealing with the wood supply situation and as mentioned earlier share the view that AAC are overstated.

The increasingly tight wood supply in Northern Ontario described in this report is probably the most crucial factor facing the forest products industry in Northern Ontario in the immediate future and over the long term.

The United Nations has said that world demand for forest products will at least double by the year 2000 and some forecasts talk of a tripling in consumption. It appears that the long term prospects for this industry are very good. Given the tremendous reliance of our country in general and of Northern Ontario in particular on this industry, we feel every effort should be made to insure that it remains healthy with the potential to grow. With the AAC of conifer species already 100% committed, great care should be taken to prevent the loss of productive forest land base for any reason including single use purposes.

4) Continued

The Royal Commission of N.E. should insure that this concern is assigned a high priority in any planning process for Northern Ontario.

In summary, we feel the Economic Report filled a need by providing an information base to which other reports on the forest industry in Northern Ontario can be compared.

5) Forest Management Agreements (F.M.A.)

The F.M.A. are seen as a major step forward in reversing the disgraceful trend of increasing cutover backlog due to inadequate levels of reforestation in the past. The new infusion of government money into the traditionally largely ignored area of silviculture and forest management through road subsidies, together with the important leading role that industry will play, should combine to guarantee the future wood supply of Northern Ontario.

At this early stage, it is difficult to estimate what the additional annual cost to the MNR will be and whether there will be continued public support and money to achieve the stated goals of the FMA's.

If the forest industry of Northern Ontario is to servive and prosper, it is necessary that the F.M.A. process begun now continues over the long term. If the silviculture work being done today is neglected tomorrow, the money already spent will have been wasted.

F.M.A.'s address many of the forestry problems outlined in the Commissions Economic report. They have the effect of encouraging improved utilization, innovative silvicultural techniques and increased reforestation due to the built-in incentive of increased A.A.C. where

forest productivity is increased. Backlog not sufficiently regenerated areas (NSR) are systematically regenerated and A.A.C. are calculated in a more realistic way by not including barren and scattered lands (B-S) until they are free to grow (FTG). There is a strong incentive to do things the right way the first time as companies must do retreatment at their own expense. This adds the very important element of accountability. Finally perhaps one of the biggest pluses of FMA's in our view is the fact that the same person responsible for harvesting will do the subsequent silvicultural work. This insures that the whole forest management cycle from planning to road building to harvest and reforestation will be done in the most cost effective way.

For these reaons, we are in favour of FMA's and hope that both the Companies and the MNR can be flexible enough to negotiate agreements that take into consideration the unique problems of each area for the betterment of our forests as a whole.

6) Pesticides

The choice of pesticides for many important forest pest management situations in Northern Ontario is either extremely limited or non-existent. Important programs in vegetation management and insect control may be either severely restriced or impossible due to a lack of treatment materials. We endorse the recommendations of the Canadian Council of Resource and Environment Minister's task force on forest pesticides, for prompt and full registration of all priority herbicides and insecticides for use during the 1983 field season.

7) Utilization

There is a recognized need to utilize the forest resource efficiently with due regard to environmental and amenity considerations. Areas with over-mature, deciduous and other non-merchantable cover are not currantly harvested to their fullest extent due to economic considerations. Utilization of such non-merchantable residues

7) Continued

would significantly improve regeneration opportunities, make available conifer volume otherwise by-passed, and make available more fibre per unit area removing some pressure from the tight wood supply situation.

The appropriate government agencies and industries should be urged to develop incentives and programs for harvest and utilization of such currantly non merchantable species and residues.

8) Other Forest Users

We recognize the importance of other forest user's interests and their contribution to the economy of Northern Ontario. Some of these are the tourism industry, the mining industry, trapping, parks and recreation.

We feel that the objectives of all these forest users can best be met through a 'multiple use' management system on the productive forest area.

Through careful planning with input from these other users of the productive forest land base at an early stage, modified harvesting methods or other arrangements can usually be made to satisfy both the forest manager and the other user with minimum loss of productive forest. A healthy forest is generally good for all forest land users. It should be remembered that the management priorty on productive forest land is to producetrees which are harvested once per rotation in perpetuity.

Forest uses which preclude timber harvesting whether for parks, tourism or other reasons should be kept to an absolute minimum or directed to forest land base of marginal forest products potential.

8) Continued

We feel that tourists seeking a wilderness experience will find it somewhere in the vastness of the managed forest and that tourist outfitters should plan on that basis.

We look forward with interest to the completion of the reports entitled 'Tourism Development Research: North of 50th parallel by W. M. Maker and Mineral Development in Northern Ontario & North of 50° by Laurentian University, which should shed some light on the effect these important sectors will have on the productive forest land base.

9) Private Land

In the Northern Region there are approximately 832, 450 hectares of private production forest land. Estimated A.A.C. if this land were under sustained yield management would be 0.23 million cunits. Over the years, the forests on these lands have been harvested using the liquidation method of cutting and have very little conifer regeneration returning upon which to base future supplies. Incentives to land owners where it exists, to reforest these areas are inadequate. Given the tight wood supply situation, we agree with the authors of the SLUP that a new strategy must be developed to provide incentive for forest management.

The agricultural industry is provided with tax incentives to manage agricultural lands efficiently. The same consideration should be given to those who own private forest land.

10) Environmental Assessment Act (E.A.A.)

(The Road to Detour Lake Study)

In our opinion, the handling of the Detour Lake Road project was a classic case of someone (in this case the M.O.E.) attempting something before proper preparation had been done. The predictable

10. Continued

disasterous outcome of such an endeavour came when the project was finally exempted from further environmental assessment requirements. This negated all the good intention, work and expense that had gone into trying to fulfil the requirements of the E.A.A. prior to that decision.

The best that we can hope for is that the lessons learned in this attempt to apply the E.A.A. will provide a useful basis for further consideration of how the public's role in the E.A. process can be made more effective, and how the process can be made to work constructively to achieve the M.O.E.'s stated objectives.

One of the problems as perceived by the A.C. on N.E. was that the 'guidelines were not adequate to determine what the assessment was supposed to show, prove, explain, relate or evaluate,' in that particular case. It is not surprising then that the problem of a lack of acknowledgement or credibility in the E.A. process existed.

If a project is to be subject to the E.A.A. the proponant should be made aware of what each government department who will review the document is specifically looking for. Some departments mentioned include:

1) Ministry of Natural Resources
2) Ministry of the Environment Special Studies Section
3) M.O.E. Northern Region
4) Ministry of Culture & Recreation's Historical Research & Planning Branch
5) Ministry of Treasury and Economics
6) Ministry of Industry and Tourism and other Ministrys of Housing, Labo Community and Social Services.

10) Continued

Our members feel that the intentions of the E.A. process are honourable ones, will have a beneficial effect on the decision making process and should eventually provide a needed vehicle for public input into decision making.

Our main concern is the threat of unpredictable delays and the associated added costs which could be caused as evidenced by the Detour Lake Project by the E.A. process. Great care must be taken to eliminate the problems mentioned if the E.A. process is to be of any use.

This concludes the comments the members of the Northern Ontario Section of the C.I.F. have to make at this time. Hopefully they fall within the realm of the Royal Commission on N.E.'s mandate.

Thank you for providing us with the opportunity to make our views known to you.

Jacques F. Tremblay

J. F. Tremblay
Section Director
N.O. Section CIF

Rec'd Feb. 16/83

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February 16, 1983

Mr. Commissioner, I speak to you tonight,

As an adopted Northerner and a father of two boys for whom our generation holds a legacy of trust.

As a citizen who fears whether public policy is equal to the forces of economic self-interest.

As a concerned observer of current events such as the firing of a Mininstry of Natural Resources forester who dared expose his employer's transgressions to the gaze of the public.

As an outdoorsman who has first-hand seen the ravages of yesterday's harvesting "techniques" in vast areas north of Cochrane with no evidence of any kind of reforestation.

As a fisherman concerned with the prospect of acidification of local lakes such as has occurred in the Sudbury region and is occurring in the Muskokas.

As a resident of the City of Timmins, whose economic climate is dependent upon the primary resource industries of forestry and mining.

As a dues paying member of the Ontario Federation of Anglers and Hunters,

I stood at the corner of Pine and Algonquin this morning on my way to work and watched another transport load of logs pass me just as in my younger days as a boy back home in Sarnia as I watched the Great Lakes freighters and the ocean-going vessels ply their way up the St. Clair River, and my mind was at peace.

I thought to myself that here I stand in the middle of downtown, in a community which in effect stands economically firm in the midst of a nation of worry, in a community where the building blocks are created for the forging of our nation.

And where the Great Lakes freighters carry wheat to and from the elevators in Thunder Bay, and the ocean liners transport rubber products from Polysar in Sarnia, our own

ships of the north the continual stream of transport trucks, haul the logs to the mill and the chips to the paper plants.

There is, further, content in that the past 8 years has forged associations with all manner of decent people, from municipal employee to mining executive, from bushcutter to transport driver, from mill employee to sawmill owner. All people, who, like me, love the North and its family-oriented amenities.

It is for these that as a recent graduate in 1975, that I was originally attracted here in 1975, and I suspect a good many of my colleagues, and young professionals with families continue to arrive here and take up roots. To be able to, anywhere within five minutes of that same corner of Pine and Algonquin, find oneself in the midst of the bush can instill a sense of peace in the mind of a man. Likewise, to be able to fish in lakes that you have to be a veritable coureur-de-bois just to get to, driving in your buddy's four wheel-drive over three miles of clay ruts, gives a man a unique satisfaction. Both of such natural joys, even notwithstanding the inevitability of the horde of black flies and mosquitoes that my former first employer, the now Minister of Natural Resources promised me earnestly when first hiring me, last only a couple of weeks in June, Brad....

And yet one ponders as the transport passes down to the corner of Cedar and Algonquin, the thought, that that truck is hauling part of a diminishing supply of a renewable resource. And one wonders whether, even given the assurances of our public servants, our obligation to our children, and their children, to pass on to them the same rights and enjoyments to the North's natural joys, is being managed correctly by these people we employ. In this regard I refer to some of the public criticism levelled at the Natural Resource Ministry's land use plan seminars. While I applaud the Mininstry's efforts to invoke such universal participation in its planning, one cannot but help feel as an average person totally awed by the sheer volumes of material to be consumed in order to be able to deal intelligently with Ministry staff.

The average person firstly doesn't have the time to make an intelligent contribution because of the amount of time needed to treat the background material. Accordingly, for scorn and criticism to be heaped upon critics of the Ministry's land use policies, and for the critics to be labelled as protected southerners speaking from afar, I think to be unfair, unwise, and counter-productive.

For to be sure, the Mininstry's track record is not one to inspire the confidence of a conservationist. The desolation I have personally seen on the Pierre Lake road attributable to yesterday's unconcern is ghastly. A few years ago in a provincial election, the Ministry's silvicultural track record was an issue of sorts. I suggest that this Commission ought to make its own independent enquiry of current practices here in the north on freshly logged areas, and further recommend to Queen's Park to either order previously cut over areas be reforested by the companies which profited, or re-allocate public funds and have the Ministry do it itself. The Commissioner might , before writing his final report, like to take a ride with someone on this same road and see first hand what some of us have seen.

I alluded earlier to the fact that our lumber stocks may be in dwindling supply. At the risk of sounding alarmist, I cannot escape the return of the nagging feeling on this subject that we are fiddling while Rome burns. I cannot cite statistics, however I have read of reports indicative of rapidly diminishing stocks of timber. And of course if its been in the Press it must be true. One has the impression of a rush to harvest all accessible stock, and I should like this independent inquiry be able to assure me that this is not the case.

Seriously, though, the Commission ought to have access to information on available stock, current rate of harvest, and rate of reforestation. The Commission therefore ought to be able to tell Queen's Park as a totally dispassionate and uninterested observer from afar, where we will stand in 1985, 1990, and so on. And with that information, Queen's Park ought to be able to regulate harvest. And the Commission ought to be able to assure me that my boys, when they are 18 or 20, will have the same access to timber and tree as do I.

This Commission should also conduct a study of Ministry of the Environment data on acidification of northern lakes, firstly during the period of the Inco strike of a few summers ago, and also over the last several months of the plant's shutdown. I have not seen the latter but I did some time ago view the former and the data positively indicated a decrease in acidity during non-productivity, mostly in lakes in the District of Temiskaming. Inco has the technology to reduce its sulphuric emissions already installed at a plant in Thompson. It ought to be recommended by this Commission to Queen's Park that the same be installed in Sudbury, whatever the cost.

I find it ludicrous that we have politicians like the federal Mininster of the Environment, and his provincial counterpart, scurrying to committee meetings in Washington imploring the Americans to show some concern for us when in our own back yard we have the world's worst polluter. What kind of credibility can they have when they say to do as I say, not do as I do?

And whereas the addressing of their problem might be viewed by your employers as beyond the scope of your enquiry, I suggest it is not for the fallout of acid rain can be transported to far North of 50.

Thirdly, I would ask the Commission to study the research results of the Agricultural Ministry's experimental farm at Kapuskasing. There has been a recent revival in the last year by farmers in our local area in attempting to get their produce to local markets. Mr. Pope platformed an election several years ago on the basis of a promise to deliver a food terminal to Northern Ontario. The Cochrane area was traditionally in past years highly productive. The Commission could by examination of the experimental station's research into produce endemic to our locale, breathe life into an almost destitute industry and assist in diversifying the Northern economic base. It could make recommendations to Queen's Park as regards subsidization of farmers inclined to produce such endemic crops, means of marketing which again could include the food terminal idea to make fresh produce cheaper for Northern Ontarions, an idea which mysteriously and sadly has died in Cabinet.

Fourthly, I would ask the Commission to initiate research into mineral waste leaching to assure us all that in twenty years we are not going to be living in a Love Canal type of situation. How many of us know for certain that the mine wastes retained all around us in the tailing ponds, are there infinitely inert and unthreatening. The horror stories of the chemical dumps in southern Ontario poisoning the groundwater table and the Niagara River are enough to cause one to pause for reflection upon our own physical situation. What do we know for sure? Do we know anything for sure? I am told that in the past arsenic was associated with the gold milling process. What do we know of contamination of local groundwater tables, if any. If not, are we assured the same will not occur. Again, the looming propect of such an enquiry being deemed as beyond the terms of reference ought to be disregarded because as the story of the groundwater contamination problem in southern Ontario continues to unfold, we bear witness to its geographic

magnitude and who are we to say for sure whether, if such a problem is portended as a result of historical mining activity, it may be restricted to the area.

Finally, may I say that for many of us, this part of the North truly is the last frontier of fresh water, accessible fishing, and timber stands that we must preserve to maintain a thriving moose herd. I want my boys to be able to see their sons thrill to the sight of such a magnificent animal lunching in a creek near a bush road, gazing curiously back at them. For a select few, the last frontier has been already pushed further north as flights to Baffin Island fishing spots become available. However, for the ordinary guy this is it. To desecrate it, to fail to conserve it, to fail to prevent its despoilation would be sacrilegious and unforgiveable.

Brad Sloan
26 Pine Street
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Rec'd Feb. 21/83

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BRIEF

re

THE ONTARIO HYDRO LITTLE JACKFISH RIVER

POWER DEVELOPMENT

By: Mr. Eric Rutherford,
Reeve,
Township of Beardmore.

February, 1983.

Background:

Since 1925, Lake Nipigon has been used as a reservoir for hydro-electric power generation under agreements between the government of Ontario, through their various Ministries of Natural Resources, and the Ontario Hydro Electric Power Commission (Ontario Hydro).

The first of these hydro-electric stations were established on the Nipigo River at Alexander's Landing and at Cameron Falls, the latter being completed in the early 1930's. A control dam and a block dam, to hold the waters of Lake Nipigon at required levels, were established at Virgin Falls and Black Sturgeon Bay.

In 1942, in order to increase the supply of water for hydro power generation, the waters of the Ogoki River were diverted into the Little Jackfish River and thence into Lake Nipigon through Ombabika Bay. This 'Ogoki Diversion' is of major significance in relation to this presentation and will be further commented on.

The third power generating station on the Nipigon River, the Pine Portage dam, was constructed during the years 1949-51.

Effects:

The hydro electric dams on the Nipigon River - Alexander, Cameron Falls and Pine Portage, and the Ogoki Diversion into Ombabika Bay, have undoubtedly affected Lake Nipigon.

High water levels have eroded the shore-lines, washed debris into the lake, clouded the waters for considerable distances from the shores, and covered some known shoals.

The Ogoki Diversion affected Lake Nipigon with at least equal severity. The Little Jackfish River was a small, settled stream running into Ombabika Bay at the northeast end of the Lake. The diversion of the Ogoki into the Jackfish increased the water flow to such proportions as to tear out the stream banks for miles along the length of the River.

The soils, being of a light clay consistency, were washed down the River into the Bay and out into the main body of the Lake. From the mouth of the Jackfish to the CNR trestle crossing upstream, a distance of some three miles, the River banks are cut back for hundreds of

yards, forming what looks like a bay of muddy water, with mud islands and silt flats rising out of it for its entire length.

The effects of this massive erosion of soils into the waters of Lake Nipigon has never been fully determined. What is known is enough to cause concern to the Ministry of Natural Resources and to the people who make their living on the Lake.

Ombabika Bay is a major spawning ground for the Lake Nipigon pickerel. The pickerel is of prime importance to both the commercial fishermen and the tourist boat operators. The silting of Ombabika has clearly affected the spawning beds in the Bay. To what extent, and for how long, is not known.

Little Jackfish River Project:

In 1981, Ontario Hydro commenced studies of the feasability of hydro-electric development on the Little Jackfish River. The proposed development would see the construction of two power generating stations, one at mileage 12.5 (up river from the mouth), and the other at mileage 7.9.

Plans were that intensive research into all aspects of the project would be carried out over a three year period and, given an acceptable outcome, that construction might possibly start as early as 1985.

The studies relating to this project covered a very wide range of concerns. Financing, engineering, construction materials and supply, construction staging areas, access roads, manpower and camp accomodations are basic matters for such major undertakings.

Aside from these practical considerations, a complex of environmental and social issues relating to the proposal were under investigation as all such major developments in Ontario are now subject to approval by the Ontario Ministry of the Environment. Environmental assessment studies must be presented to the M.O.E. and justified, in terms of environmental protection, to the satisfaction of the Ministry..

The environmental studies relative to the Little Jackfish Project cover a multitude of specific subjects. These include aquatic studies, wildlife studies, soil and vegetation studies, heritage resources studies and transmission facilities studies.

Environmental Concerns:

There are environmental and environmentally related concerns as to the effects of the proposed Little Jackfish hydro development.

The reservoir, or headpond areas are of concern in terms of the effect of the flooding on the established habitat of wildlife - fish, game animals, fur bearers, birds and other wild creatures.

The lower Jackfish River and Ombabika Bay are of crucial importance to those who make their living on Lake Nipigon.

Commercial fishermen and tourist operators alike depend on the spawning grounds of Ombabika, especially for the pickerel fishery which is a major component of the two industries. Pickerel (walleye) is a preferred species, both for the food fish market in Canada and abroad, and for the tourist game and sports fishery.

Fish do not readily change their spawning habits. Spawning beds, once established, are returned to year after year. Any disruption of this pattern creates havoc in the fish population. Thus, the protection and preservation of the lower Jackfish River area, particularly the stream banks and bed, to prevent further damage to the spawning grounds in the Jackfish itself as well as in Ombabika Bay, is a matter of urgent necessity as far as the people are concerned.

The proposed Hydro dams would, according to Ontario Hydro officials increase the flow of water down the Jackfish from its present 4,000 cu. ft. per second to something between 10,000 and 12,000 cu. ft. per second. This anticipated increase in volume would appear likely to cause erosion and siltation problems in the River and the Bay, which is already seriously affected by the Ogoki Diversion.

Nor would the siltation be confined to the lower River and Ombabika. Silt is carried out into the main body of the Lake for considerable distances even at present.

The proposal, presently under study, for a 14 hours closed - 10 hours open dam operation, is seen as the worst possible 'scenario' in terms of its affects on the river, the Bay, and the Lake itself.

The immense flushing action of this hold/release mechanism would vastly accelerate an already unhealthy situation in regard to the stability and viability of the entire water system.

The effect on the fishery, whether of pickerel or other species, could be of serious proportions.

It is our feeling that no matter what protections Ontario Hydro builds to its Little Jackfish River Development, there will be problems. We feel that the project will be detrimental to the Ombabika Bay and Lake Nipigon Fishery. This will further affect the Commercial Fishermen of the Lak, the tourist outfitter of the Lake and the sport fishermen and anglers who enjoy the Lake from time to time.

However, as Ontario Hydro will be paying to the Ontario Government a water rental rate of $650,000.00 per year for use of the water in the Little Jackfish Development, it is our adamant belief that these funds should be plowed back into the Lake Nipigon Resource.

May I at this time present you with my thoughs as to the expenditure of these funds:

(1) Establishment of a Fish Hatchery in the Lake Nipigon watershed for the replenishing of fish stock in the Lake. Perhaps Speckled Trout and Lake Trout could be the species that would be most suitable for such a development. A number of sites on the Lake would be suitable for such development and I would like to suggest two.

(a) the Macdiarmid base of the Ministry of Natural Resources which is slated for phase out over the next few years.

(b) The High Hill Harbour location within the Township of Beardmore which is currently served by an access road.

(2) Funding of the Lake Nipigon Management Unit

The Ministry of Natural Resources and the Ministry of the Environment should be carrying out independent on going studies as to the fish, wildlife and environment particular to Lake Nipigon and its watershed. Detailed data as to the present and projected fish populations, the location and extent of spawning beds, the quality of the water etc. would be of great value when establishing an ongoing management program for the Lake

We feel that Hydro water rental funds should be funneled into a project of this type.

In closing I would like to state that the latest word is that the Little Jackfish Project has been shelved as of 1983. However, if power need warrents it we will see its construction at some time in the future. Perhaps the time that has now become available will allow us time to plan accordingly and sensibly for the proposed development.

I would like to add that the two Lake improvements that I have mentioned could be funded by water rental ~~later~~ rates from the dams of the Nipigon River System if funds are not forthcoming from the Little Jackfish River Project.

Information Centre

Little Jackfish River Project

Ontario Hydro is conducting environmental studies on developing two hydroelectric generating stations on the Little Jackfish River. Similar studies are also underway on the transmission facilities which would be required to link the generating stations to transmission lines south of Lake Nipigon. Information collected on these studies will be used in preparing an environmental assessment document.

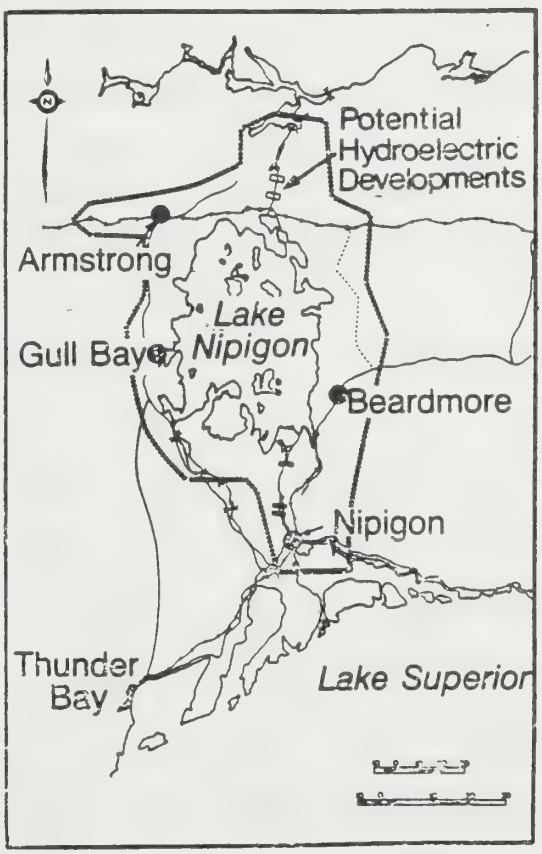
People who live, work or vacation in the area are invited to attend an Information Centre at the locations listed below to discuss the project with Ontario Hydro staff. The information centres will introduce the project to you and give opportunities for your comment and input into the planning process.

ARMSTRONG
Lions Club
Monday, March 29
10:00 a.m. – 8:00 p.m.
Tuesday, March 30
10:00 a.m. – 6:00 p.m.

GULL BAY
Community Centre
Wednesday, March 31
11:00 a.m. – 6:00 p.m.

BEARDMORE
Royal Canadian Legion
Friday, April 2
2:00 p.m. – 8:00 p.m.

NIPIGON
Royal Canadian Legion
Saturday, April 3
10:00 a.m. – 4:00 p.m.



For further information please contact:

C.E. (Chris) Taylor
Room H8
Route & Site Selection Division
Ontario Hydro
700 University Avenue
Toronto, Ontario
M5G 1X6
(416) 592-3392

ontario hydro

The Dams and the Headpond Area re the Little Jackfish Project:

The dam at Mileage 12.5 is expected to be approximately 396.25m (1296 ft.) in length, and 27.13m (89 ft.) high. The head of water behind this dam will be 84 feet and the flooded area will cover about 5600 acres. This station will generate about 60 megawatts of power.

The lower dam, at mileage 7.9 will be 418m (1341 ft.) long and 34m (112 ft.) high. The head of water for this site is expected to be 32m (105 ft.). This head of water will be held within the River Valley. The area to be flooded will be about 700 acres. The station is designed to generate 80 megawatts of power.

The section above the dam sites, where approximately 6000 acres are to be flooded to create the reservoir, includes the upper Jackfish River to the vicinity of Mojikit Lake, which in turn is a part of the Ogoki Reservoir area. The north-south extent of this section totals about 25 miles from the mouth of the Jackfish at Ombabika Bay to the Summit Diversion Channel and Control Dam. The east-west extent of this section above the dams would measure about 15 miles.

It is expected that the reservoir area proposed for the dams will require the construction of at least five control dams to enclose the head pond at several locations. These are at Tom's Lake (3), Chappais Lake (1), Sheedy Lake (1), and possibly one at Crescent Lake as well.

Further studies may indicate the need for additional control structures to contain the headpond waters. Present indications are that aggregate and fill materials for the construction of these block dams is available locally.

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Rec'd Feb. 22/83

HS
194

Spruce Falls Power and Paper Company, Limited

HEAD OFFICE

P. O. BOX 100 • KAPUSKASING, ONTARIO, CANADA, P5N 2Y2 • TELEPHONE 705-335-2311

ADDRESS REPLY TO THE COMPANY
ATTENTION OF:

1983 SUBMISSION TO THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

GENERAL

Spruce Falls Power and Paper Company, Limited is a major business entity in Northern Ontario, operating a large paper and sawmill complex in the town of Kapuskasing, situated on Highway 11 approximately 500 miles north of Toronto and 175 miles south of Moosonee. The company timber limits and the major features of the surrounding area are shown on the attached two maps. The company is the principal industrial entity in the area, providing employment for about 2,100 people, drawn mainly from the town of Kapuskasing (approximate population 11,750) and surrounding area from Fauquier to Hearst. With a payroll in excess of $70 million, Spruce Falls is the largest single location employer along Highway 11 from Timmins to Thunder Bay. Spruce Falls ranks fourteenth in tons of newsprint produced among twenty Canadian companies and is the twelfth largest single newsprint mill in Canada. Of the more than 700 sawmills in Ontario, Spruce Falls' lumber production ranks in the top twenty. Yearly production capacity at Spruce Falls is 340,000 tonnes of newsprint and 50 million fbm of lumber.

In addition to the wood harvesting and paper and lumber production facilities, Spruce Falls operates a hydro-electric generating station for its own needs at Smoky Falls on the Mattagami River approximately 50 miles north of Kapuskasing. On the Kapuskasing River at the mill site a water filtration plant and a small hydro-electric generating unit, supply filtered process water and a small amount of hydro-electric power to the production processes.

MILL DEVELOPMENT

The initial investors in Spruce Falls were attracted to Northern Ontario because of the abundance of wood and the availability of water, the latter required for wood floatage, production processes to manufacture pulp, paper and lumber, and power generation. Black spruce trees, predominant in the area around Kapuskasing, possess excellent pulping properties, resulting in high quality newsprint.

Construction of the original part of the Spruce Falls mill began in 1920, and the first pulp was produced two years later. A near disaster occurred in 1922 when abnormally high water flows in the Kapuskasing River caused the holding booms to break, resulting in a loss of the year's supply of wood. However, the investors persevered and decided to expand the operations. In 1926, new capital was obtained, resulting in the installation of four newsprint machines and the construction of the Smoky Falls generating station.

Since this early beginning, many improvements and additions have been made, including rebuilds and speed-ups of machinery, a sulphite pulp bleachery in 1952, a magnefite pulp mill in 1964, a new paper machine in 1967, a chip mill to process tree-length wood in 1966, a sawmill in 1973, and most recently, with the first line in 1976 and the second in 1981, a two-line thermomechanical pulp mill with associated unloading and handling facilities for chips purchased from area sawmills. Major rebuilds and speed-ups of three paper machines were carried out recently, two in 1977 and the other in 1981-82.

As mentioned earlier, the original reason for establishing a pulp and paper manufacturing complex in this area was the availability of essential raw

materials and natural resources. The mill presently processes 460,000 cords of wood per year, 400,000 cords produced by the Company and 60,000 cords purchased. Approximately 80,000 cords of sawtimber are made available annually to sawmills in the Hearst and Timmins areas. The mill operation makes use of almost 70 thousand cubic meters per day of water pumped from the Kapuskasing River.

In addition to the locally available resources noted earlier, the mill annually requires some 6000 metric tons of coal, 67 million cubic meters of natural gas, 4000 metric tons of sulpher, 3000 metric tons of magnesium hydroxide plus substantial quantities of a number of other chemicals. The annual cost to the Company for these materials is $13 million plus an additional $10 million for purchased electricity. Local contractors and operators supply equipment to the Spruce Falls operation with leasing and contracting costs amounting to $5 million per year.

POWER GENERATION

The Smoky Falls generating station on the Mattagami River is of major importance to Spruce Falls and is the only part of the operation (except for the northern extremity of the woodlands' holdings) located north of 50^{o} North latitude. This station, with a maximum output of 56,000 KW from four generators, is a major source of electrical power for the mill. The small hydro-electric generator on the Kapuskasing River has a maximum output of 1,800 KW. The Company generates an average of 50,000 KW of hydro-electric power, depending on river flows, but must purchase an equal amount from Ontario Hydro.

The Smoky Falls station is situated on a site leased from the Crown and is

operated by Spruce Falls personnel who, along with their families, live in the adjacent townsite. Forty people live in the community, which includes such facilities as an elementary school, community club, indoor ice rink, swimming pool, bowling alley and staff house. In the past, transportation to Smoky Falls from Kapuskasing was provided by a company owned railroad but this service has been discontinued and present access is by road.

During the period 1960-66 when the Little Long Rapids, Harmon and Kipling power sites were being developed on the Mattagami River, Ontario Hydro made use of the Spruce Falls railroad to transport supplies and equipment.

DEVELOPMENT OF TIMBER HARVESTING OPERATIONS

Woods operations at Spruce Falls began in 1922. It was not until after a reorganization and expansion in 1926 that the Company commenced logging on a large scale. The timber limits were then undeveloped and inaccessible. Since these limits lie in the Great Clay Belt of Northern Ontario where the land is flat and poorly drained, summer logging operations were largely restricted to areas adjacent to the major rivers and lakes which provided water transport of men and supplies. In the limits north of Kapuskasing where driving the river was impossible, travel and wood movement was aided by approximately 55 miles of standard gauge ballasted logging railway. Much of the cutting and all of the hauling was conducted in the winter time utilizing the hard frosts of the region to build ice roads and river landings where the wood was piled down to await the spring break-up. River drives on the Kapuskasing, Opasatika and Groundhog Rivers and the large tributaries carried the wood to Kapuskasing, Opasatika, Fauquier and Neshin Lake where it was stockpiled or loaded on railway cars to be transported to the mill site at Kapuskasing.

In the bush, up to 2,000 seasonal workers using axes and bucksaws produced wood in 4, 8 and 16 foot lengths which they carried and piled by hand, or with the aid of horses. In the winter the wood was loaded on sleighs, again by hand, or by crude crane-like jammers, and was hauled away to the river landings by teams of horses.

In the mid-forties, increasing demand for paper products, coupled with a shortage of labour and the accelerating escalation in railway freight charges, created a procession of new trends. Machines such as powersaws, hydraulic loaders and cable cranes markedly improved productivity. Trucks and tractors replaced the horses on the haul, as did light tractors and wheeled skidders in the cutting phase.

In an effort to stabilize the working force by providing year-round employment and to provide the improved access that expanding production required, it was decided to begin the construction of an all-weather road network. Somewhat like the tentacles of an octopus, gravel roads and permanent winter haul roads began to radiate in all directions from Kapuskasing. These roads and fast, high-powered trucks carrying large loads made it possible to deliver wood in the winter directly from the bush to the mill or to large landings along the shores of the Kapuskasing River. Driving operations were phased out on all other rivers and logging railways were dismantled because of the greater flexibility of roads to gain access to cutting areas.

Spruce Falls holds 6,218 square miles of limits, of which 5,500 square miles are productive, under a Forest Management Agreement which is continuous provided the Company fulfills its forest management responsibilities. In

addition, the Company owns 289 square miles of timberland of which 90% is softwood. Over the past 50 years, some 25% of the available productive acres of the limits have been logged. New forests are already established on the majority of the cutover areas. In the case of the earliest cuts, few laymen would today suspect that they were observing second growth stands. Spruce Falls has been a leader in the field of good forest management as a result of an aggressive and modern approach to cutting and regeneration practices. The forest policy of the Company for 55 years has been aimed at research to determine growth rates of tree species and sites, combined with up-to-date inventories, to ensure that only the annual growth is harvested each year to enable the forest and mill to be operated in perpetuity.

Early research disclosed that the highland stands, comprising 25% of the Company's timber limits, were not being adequately reforested after cutting operations. The first industrial forest nursery in Ontario was established by Spruce Falls in the late forties and produced 60 million trees, which were planted on Spruce Falls and Kimberly-Clark forest limits, before it was donated to the Ontario Government in 1977. Today, because of progressive forest cutting and management programs developed and administered by professional foresters, the harvested areas are producing excellent stands of timber for the future. Nursery stock is now obtained from the Ministry of Natural Resources.

Aside from the obvious, direct, economic benefits enjoyed by the residents of Kapuskasing and surrounding communities, and the indirect benefits to the province, and indeed to the nation, the most noticeable advantage to the area, arising from the logging operations at Spruce Falls has been the continuously

expanding network of roads. Approximately 700 miles of company roads are open to the public for non-commercial travel. Access to an additional 93 or more miles of private company forest road is provided by the Company on a "pass" basis. Thus, hunters, trappers, fishermen, tourist operators, berry pickers, canoeists, prospectors, hikers, historians, naturalists and scientists of every variety are able to pursue their vocations and pastimes with comparative ease of access.

ENVIRONMENTAL

In the area of environmental control, Spruce Falls has demonstrated its concern and has expended in the order of $40 million over the past fifteen years on projects to reduce the impact of mill emissions on the environment. Chief among the changes was the expansion of the Thermomechanical Pulp Mill and the rebuild of the Magnefite Pulp Mill to allow the permanent closure of the Calcium Sulphite Pulp Mill. This closure resulted in an immediate 70% reduction in oxygen demanding substances discharged to the Kapuskasing River.

An assimilative capacity study of the Kapuskasing River was conducted in 1977 to determine the river's ability to accept waste discharges from the mill and the Town, as well as to withstand natural stresses during times of low water flow and high summer temperatures. A similar study will be conducted in 1983 to assess the effect on the river of recent mill process changes. Other related studies of the river have been carried out and will be repeated in future, to assess the effect of mill operations on river dwelling organisms. Studies of potential methods for reducing the occurrences of low dissolved oxygen in the river during the summer months were carried out recently and the findings may have an application in future.

In 1981, a second clarifier was put into operation to remove suspended solid material from wastewater discharged from the Mill (the first clarifier was started up in 1971). All contaminated water leaving the mill now receives primary treatment in one of the two clarifiers where solid material is settled, dewatered and burned in the boiler house.

All sanitary sewage generated in the mill complex is now separated from process wastes and is treated on site or delivered to the municipal treatment plant. In addition to the above mentioned measures which reduced the environmental impact of the mill operation, we continue to seek ways to reduce fibre losses and waste discharges even further. Spruce Falls has recently contracted with the Pulp and Paper Research Institute of Canada to carry on a research program to assess the feasibility of removing oxygen-demanding materials from pulp at source in the pulp mill rather than after these materials are broadly dispersed throughout the rest of the mill. This research, begun in 1982, will continue until 1986.

Other major environmental investigations completed recently include those pertaining to secondary treatment and increased broke and whitewater storage facilities. These studies will form a basis for possible future projects to make better use of water, wood and energy, with reduced environmental impact.

DISADVANTAGES OF LOCATION

As mentioned previously there were a number of good reasons to establish a pulp and paper manufacturing complex in Northern Ontario. Unfortunately there were then and still are disadvantages to this location with one of the principal problems the long distance from the suppliers of machinery,

chemicals, etc., and from the significant markets for newsprint and lumber. As a result Spruce Falls must absorb the high costs of bringing in machinery and supplies and of shipping products to market. Transportation costs now exceed $27 million per annum.

Since the Commission has specifically mentioned transportation as a subject of interest, this may be an opportune time to point out that Spruce Falls is definitely at a competitive disadvantage due to location and freight rates. A decision rendered in 1934 by the United States Interstate Commerce Commission and the Board of Transport Commissioners of Canada (the latter now known as the Canadian Transport Commission) established the freight rates for pulp and paper shipped from mills in Eastern Canada. While the decision was agreeable at the time, percentage freight rate increases have put Spruce Falls at a disadvantage with respect to other Eastern Canadian newsprint producers. In addition, water and truck transport provides many of our competitors with lower distribution costs. There is insufficient truck traffic to our area to result in an extensive back-haul truck movement, so these rates remain high.

In addition to the above factors, our Southern United States competitors are steadily shipping further northward into our established North-Eastern United States market area. These competitors are able to take advantage of large volume truck and rail routes, and water movements on the Ohio and Mississippi Rivers. The Southern United States mills have the additional advantages of lower wages, more modern and efficient plants and a tree-growth rate four times faster than in Northern Ontario. Future competition from Central and South American pulp and paper producers will compound the present problems.

The current recession coupled with a zero population growth situation in many North-Eastern United States cities in our market area has resulted in a lag in newsprint consumption. Thus, Spruce Falls has been forced to extend its market area, further adding to distribution costs.

An additional disadvantage of carrying on a wood harvesting operation in the Kapuskasing area is the nature of the terrain. Approximately 75% of the limits is swamp, covered with a humus layer of varying depths, underlain by silt or clay. Due to the poor soil drainage, trees are slow growing, with a resultant long rotation of approximately 80 to 110 years.

Not only is gravel relatively scarce in this area but gravel roads are extremely difficult to build and maintain under the above conditions. When constructed, they are basically of low quality; satisfactory for light trucks and buses, but not suitable for heavy truck traffic in the non-frost season. As a result of the difficulty in summer hauling wood to the mill in Kapuskasing, almost all timber requirements for the year must be moved on the frost (from about December 15th to March 15th), and stockpiled either in the mill yard or placed on the ice of the Kapuskasing River for eventual river driving. This procedure, of course, results in a very large wood inventory being carried at all times with a resultant increase in cost.

In spite of these major obstacles, over the past five years Spruce Falls has invested in excess of $100 million to ensure the continued viability of its operation. These expenditures were directed towards modernizing production facilities to improve operating efficiency and increase product output while reducing the environmental impact of the operation.

The logging division is continually testing new machines or special adaptations with potential to improve the efficiency of the timber extraction operations while reducing the overall impact on the environment. The latest of these utilizes wide, low-pressure tires, originally developed in the oil exploration field, on conventional skidders to move treelength timber from the wetland swamp to the branch road. These high-floatation machines can travel over ground where man can scarcely walk, without damaging the soil cover or destroying the natural regeneration usually present in such areas. Consequently, renewal after the harvest, whether by artificial or natural methods, is more feasible and less costly than where conventional tires are used. The same type of tires installed on special trucks may someday make it possible to summer deliver loads of full trees, including limbs and tops, to the mill where the fibre can be used to produce paper and lumber and the remaining mass of bark, limbs and foliage can be burned to produce heat energy or processed into other useful by-products.

PROSPECTS FOR "NORTH OF 50°"

Too often only the potential adverse effects of resource development are emphasized while the beneficial effects are ignored. In the case of forest harvesting, judicious cutting and siting of access roads combined with a reforestation program can have a minimal detrimental effect on the natural environment. In the case of Spruce Falls, it is doubtful whether extensive timber harvesting will take place north of 50°N. latitude. However, if such development does occur, Company forestry experience of the past 50 years can be put to good use. The area north of the Spruce Falls limits is virtually uninhabited at present. Thus, timber harvesting would cause little, if any, social or cultural disruption. In fact, the improved access provided by

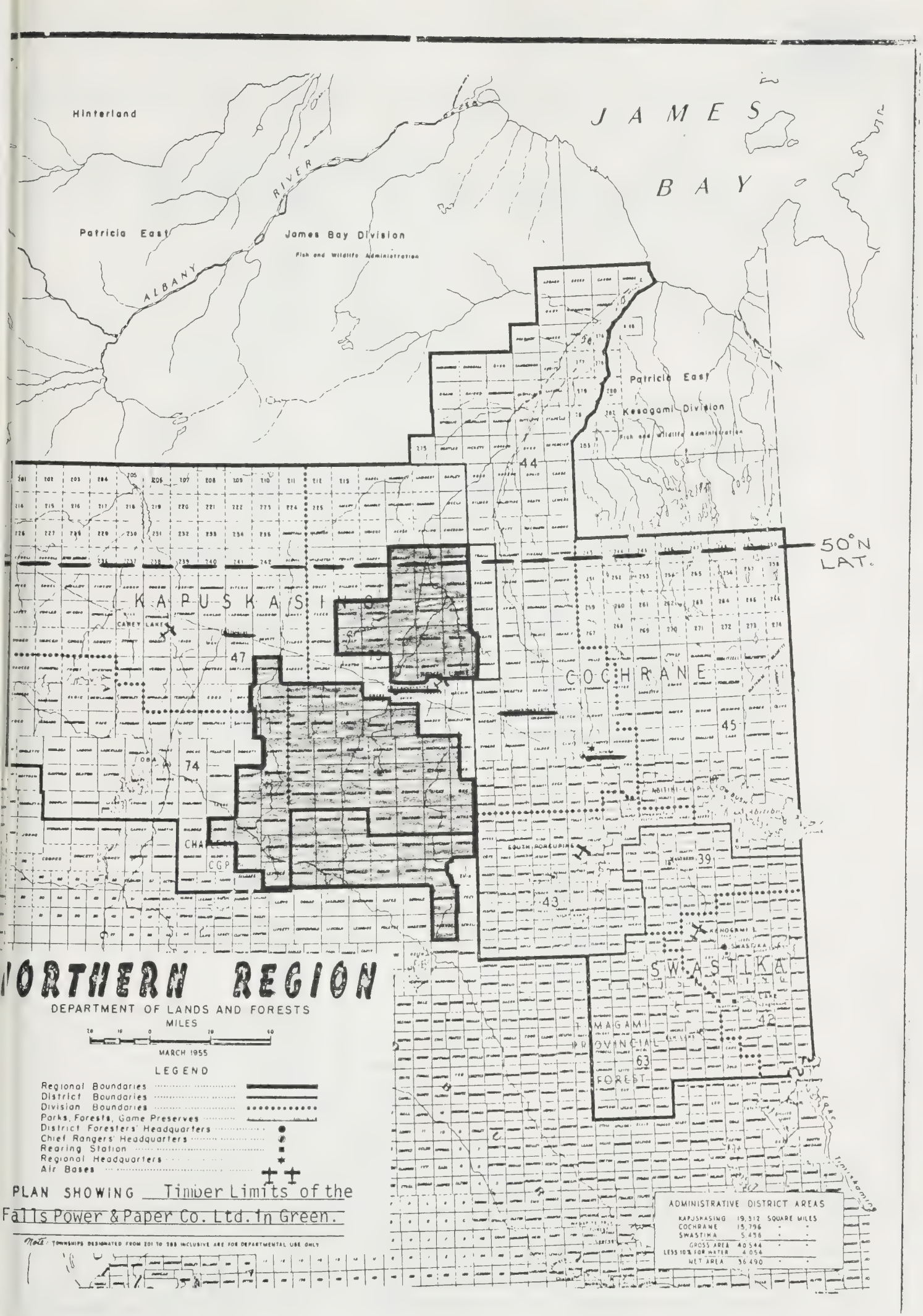
necessary logging roads would increase the options of people living in the area. Wise development of our forest resources can result in benefits to all, provided consultation precedes the development.

SUMMARY

The men and women of vision who established Spruce Falls Power and Paper Company Limited at Kapuskasing back in the 1920's were attracted by the abundant black spruce forest and the hydro-electric power generating potential of the north-flowing Kapuskasing and Mattagami rivers. These harnessed resources continue to sustain the operation in the 1980's.

Today the highly skilled dedicated work force at Spruce Falls is committed to maintaining the vitality of the enterprise by producing high quality products in the most cost effective manner, and by ensuring the perpetuation of the forest resource through the application of modern-day innovative forestry practices.

The disadvantages of operating a large-scale business enterprise on the fringe of the 50th parallel are many however, with high transportation costs predominating. High transportation costs put Spruce Falls at a competitive disadvantage which is difficult to offset and which inhibits further growth. If this problem is not addressed the U.S. market for Canadian newsprint will continue to decline and put the long-term future of newsprint operations like Spruce Falls in jeopardy.



NORTHERN REGION

DEPARTMENT OF LANDS AND FORESTS

MILES

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MARCH 1955

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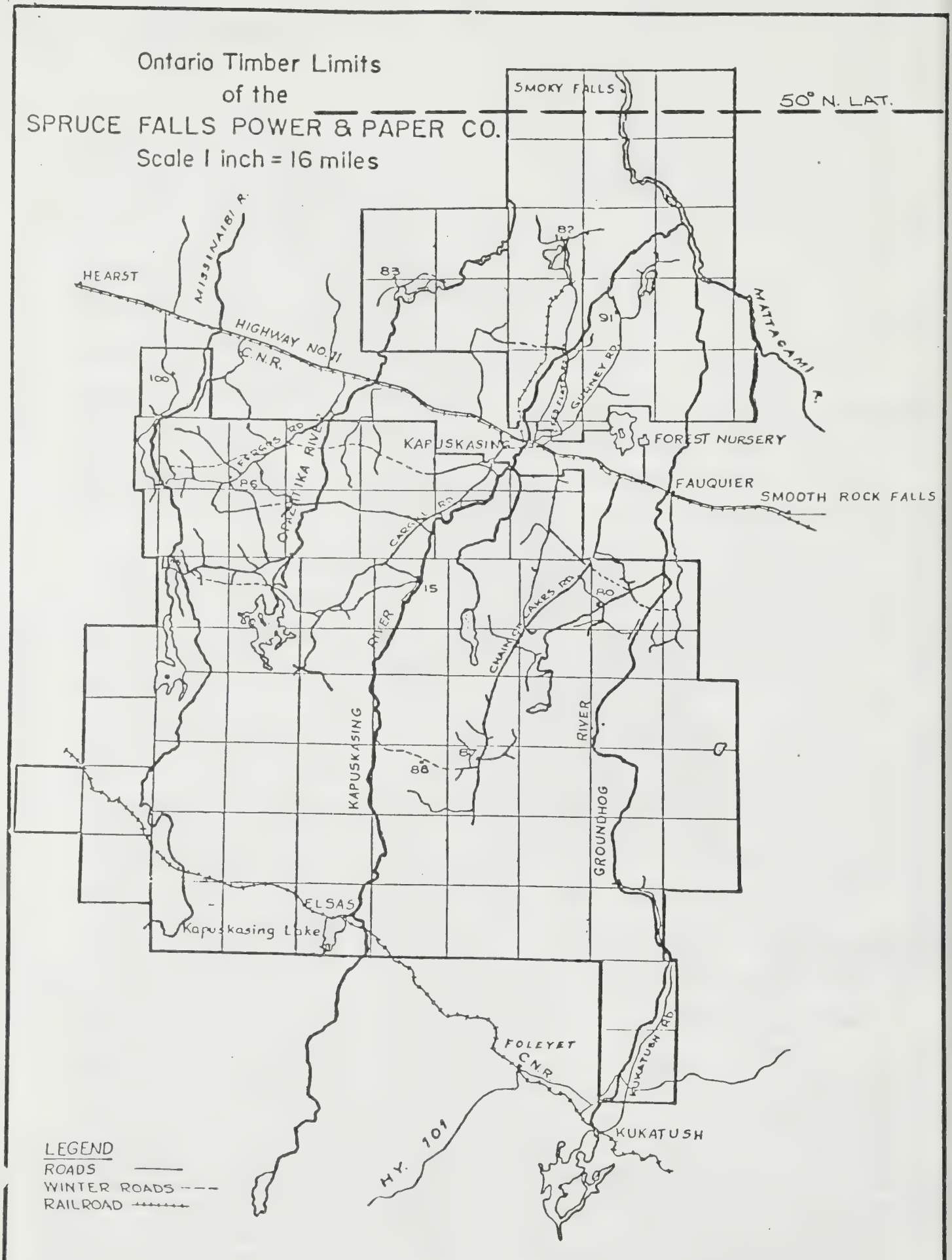
- Regional Boundaries
- District Boundaries
- Division Boundaries
- Parks, Forests, Game Preserves
- District Foresters' Headquarters
- Chief Rangers' Headquarters
- Rearing Station
- Regional Headquarters
- Air Bases

PLAN SHOWING Timber Limits of the Falls Power & Paper Co. Ltd. In Green.

Note: TOWNSHIPS DESIGNATED FROM 201 TO 285 INCLUSIVE ARE FOR DEPARTMENTAL USE ONLY

ADMINISTRATIVE DISTRICT AREAS

KAPUSKASING	19,312	SQUARE MILES
COCHRANE	15,796	" "
SWASTIKA	5,436	" "
GROSS AREA	40,544	" "
LESS 10% FOR WATER	4,054	" "
NET AREA	36,490	" "


Ontario Timber Limits
of the
SPRUCE FALLS POWER & PAPER CO.
Scale 1 inch = 16 miles
SMOKY FALLS
50° N. LAT.
HEARST
MISSINAIBI R.
HIGHWAY NO. 11
C.N.R.
82
83
91
MATTAGAMI R.
108
KAPUSKASING
FOREST NURSERY
FAUQUIER
SMOOTH ROCK FALLS
OPASATIKA RIVER
CARSCALLEN RD.
CHAIN OF LAKES RD.
15
KAPUSKASING RIVER
GROUNDHOG RIVER
87
88
ELSAS
Kapuskasing Lake
FOLEYET
C.N.R.
KUKATUSH RD.
KUKATUSH
H.Y. 101
LEGEND
ROADS
WINTER ROADS
RAILROAD

Rec'd Mar 7/83

HS 195

Floyd Drager
Box 168
Red Lake, Ontario
POV 2MO

February 28, 1983

Mr. J.E.J. Fahlgren, Commissioner
Royal Commission on the
Northern Environment
215 Red River Road
Suite 201
Thunder Bay, Ontario
P7B 1A5

Dear Sir:

Please accept the enclosed brief as a submission to the Royal Commission on the Northern Environment on behalf of the Red Lake Logging Contractors.

Yours truly,

Red Lake Logging Contractors

SUBMISSION TO

THE ROYAL COMMISSION

ON THE NORTHERN ENVIRONMENT

Red Lake Logging Contractors

Contact: Floyd Drager
Box 168
Red Lake, Ontario
POV 2MO

(807) 727-2407

February 1983

The Red Lake Logging Contractors' group includes sixteen small to medium size and four larger operations which supply pulpwood and sawmill material to Boise Cascade in Kenora and Great Lakes Forest Products in Dryden. Three portable sawmills are also supplied with wood by this group. The sawmills are located within the Red Lake area and produce timber and lagging for the local gold mines. The majority of our group has been in the timber harvesting business for many years. In fact, six are second generation operations.

The Red Lake Crown Management Unit maintains an allowable cut of 85,000 cords per year. Based on average 1982 prices there is a potential gross income to the area of over six million dollars annually. Of this, close to one million dollars would be returned to the Province in the form of Crown dues and other forms of taxation. However, the remainder, some five million dollars, would stay in the immediate area. We live here; we spend locally and hire locally. Although our group is neither high profile nor vociferous, it contributes significantly to the economy of the whole area.

In view of this contribution, no one can argue that the Red Lake Logging Contractors have a long term, vested interest in the management and allocation of the forest resources of Northwestern Ontario in general and the West Patricia area in particular.

There has been much controversy and contradiction over a number of years by all interested parties at both local and Provincial levels about what constitutes good managment of our forest resources.

One recent example follows:

In the December 1982 issue of 'The Forest' (Appendix 'A') published by the Ontario Forest Information Services, the headline reads "Report Foresees Softwood Shortage". An analysis of the Ministry of Natural Resources Northwestern Ontario Strategic Land Use Plan (SLUP), conducted by two independent forestry consultants, shows a 17% shortfall in softwood supply if this plan is instituted. This was based on the report released in May 1982. A closer analysis, using more current and detailed MNR information, shows a more accurate potential shortfall of 27%. M.R. McKay, Vice President Woodlands, Great Lakes Forest Products attributes this shortfall to "the withdrawals of productive forest land from timber harvesting for parks, shoreline reserves, environmental protection areas and other considerations."

It is no wonder that we are extremely concerned and confused, especially when one considers the January 1978 publication, 'Northwestern Ontario - A Strategy for Development', which states that "As well as preventing loss by fire, the Ministry (Natural Resources) is concerned with ensuring that no large areas of productive forest land be removed from use for "wilderness" or other purposes, without full

consideration of the consequences."

The SLUP's are removing productive forest land from existing stocks and allocating it for other uses. Our group does not feel that "full consideration of the consequences" has been given. It is obvious that we are not alone. In the same issue of 'The Forest' (Appendix 'B') another article appears in which the Ontario Federation of Anglers and Hunters, the Prospectors and Developers Association and the Ontario Trappers Association voice their concern about the consequences of the MNR proposals.

The Red Lake Logging Contractors are not against Land Use Planning and are in favour of the multiple use concept. Forest management practices affect not only our livelihood and lifestyle, but directly or indirectly, the livelihood and lifestyle of all who reside 'North of 50'. For this reason and because of the significant contribution we, as a group, make to the economic health of the area, we feel our concerns must be voiced.

Park land, both recreational and wilderness, is a 'motherhood' issue. Everyone is in favour of preserving the natural beauty and recreational value of the area. However, mature timber must be harvested at the proper time or as any living thing, it will degenerate and then become subject to fire and disease. It is true that a cut-over area is not an attractive one, but far less attractive is the devastation and danger of a forest fire. When a large area of forest is thus lost, the resultant

effect touches everyone. Recreational, industrial and commercial potential are all lost. We see no reason why mature timber cannot be harvested in a manner that will ensure that park interest is protected but not at the expense of an industry which contributes five million dollars from our small group alone. We believe that forest areas should be fully utilized by all interested groups in all suitable areas but not necessarily in the same area at the same time. It must also be remembered that people must be economically prosperous before they have the time or finances to enjoy recreational pursuits.

The creation of vast shoreline reserves around certain lakes which support tourism is another topic which generates controversy and ill will among user groups. Is it good management to allow a large tract of land to remain totally unharvested and as a result degenerate to the point where it has neither economic nor aesthetic value? We feel it is not, - for the same reasons stated in our comment on wilderness/recreational parks.

The Red Lake Logging Contractors recognize the aspirations of the other user groups and feel that many of the apparent diverse needs could be satisfied by mutual understanding and discussion. A step in this direction was taken by the formation of the local advisory committee in 1979 under the guidance of MNR. This committee, because it was composed of people with local knowledge and concerns, could have proven very useful to MNR. It also could have provided a forum for discussion of land

use planning by concerned user groups. However, MNR called only two meetings. As a result the committee disbanded. In our opinion not only was valuable input lost, but also an excellent opportunity for reconciling the interests of many forest users. This advisory committee should be reactivated and encouraged.

The Red Lake Logging Contractors feel that the licence areas allocated to the independent contractors in the Red Lake Crown Management Unit are too small to allow for efficient long range operating plans. If larger areas could be provided, several improvements in operating techniques could be made. Seasonal cutting patterns could be developed, road construction would be more economical and better camp facilities could be provided as it would then be economically feasible to do so. We realize that there are problems inherent in providing larger licence areas. However, we do have a possible solution.

The Memorandum of Understanding signed by the Province and Reed Ltd. and since acquired by Great Lakes Forest Products has effectively given that company exclusive rights to 19,000 square miles of productive forest land. It does not appear that the development of a major forestry complex will take place now or in the foreseeable future. Our group is suggesting that a portion (Appendix 'C') of this tract of land immediately become part of the Red Lake Crown Management Unit for use by the independent logging contractors. This is a comparatively small

area of the overall 'Reed proposal' but it would provide our group with the opportunity to obtain larger licence areas. Equally important is the fact it would be readily available should there be another major fire as in 1980 when some of the operators lost the timber on the licences they then held.

In conclusion, the Red Lake Logging Contractors feel they have made a significant contribution to the Red Lake area economy and can and will continue to do so.

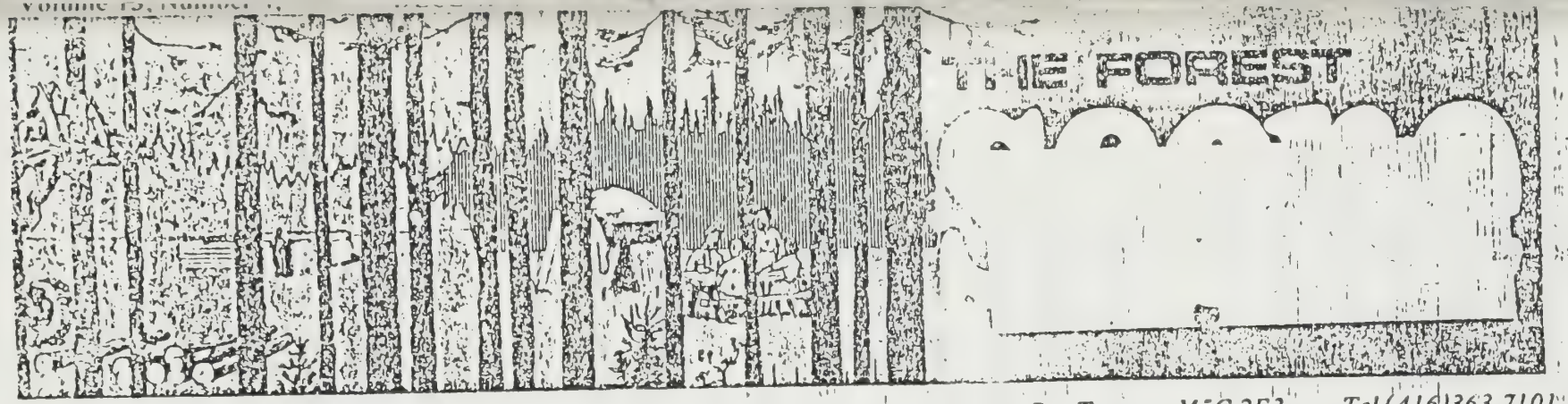
For this reason we respectfully request serious consideration be given to these recommendations.

1. That the local advisory committee as set up in 1979 be reactivated immediately to represent the various forest user groups in the Red Lake area. Many of the local conflicts regarding land use could be resolved at this level.

2. That before larger shoreline reserves or parks are arbitrarily taken from our productive forest land, the overall effects on the local economy and residents be seriously considered and reviewed by a local advisory committee.

3. That a portion of the land set aside in the 'Reed proposal' immediately become part of the Red Lake Crown Management Unit for eventual use by the independent logging contractors.

APPENDIX 'A'

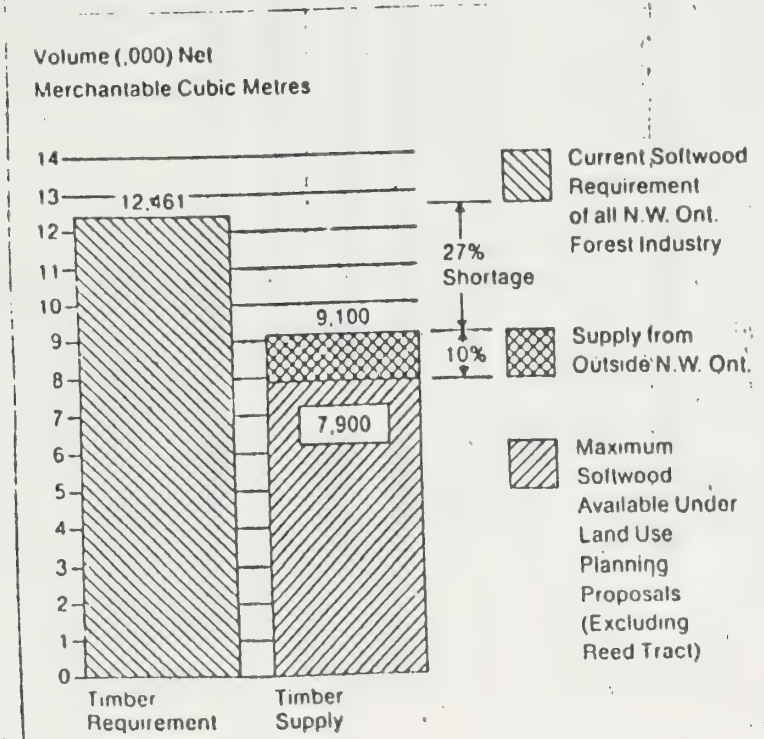


JAN 26 1983

PAGE 1.

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Timber Shortage in N.W. Ontario Under Land Use Planning



Report foresees softwood shortage

Northwestern Ontario forest industries face a minimum 27 per cent shortage in their softwood supply if the Ministry of Natural Resources strategic land use plans are implemented, according to M. R. McKay, vice-president woodlands, Great Lakes Forest Products Limited.

Mr. McKay bases his comments on a report prepared by two independent forestry consultants which analyses the proposed land use plans as they affect timber supply in Northwestern Ontario.

The two consulting firms are Lew Ringham Consultants Ltd. and Robert M. Dixon Consultants of Thunder Bay and Toronto.

A 17 per cent shortfall shown in the executive summary of the consultants' report is based on the overall Ministry of Natural Resources Northwestern Ontario Strategic Land Use Plan released in May.

"Closer analysis of the report where the latest, most detailed Ministry of Natural Resources district land use plans were used shows a 27 per cent shortfall," said Mr. McKay.

"This is due to the withdrawals of productive forest land from timber harvesting for parks, shoreline reserves, environmental protection areas and other considerations," he said.

The latest plans, he believes, reflect current ministry planning.

This closer analysis excludes wood from the 19,000-square-mile 'Reed tract' located north and east of Red Lake which is outside the economic transportation distances of the mills that will be affected by the timber shortages.

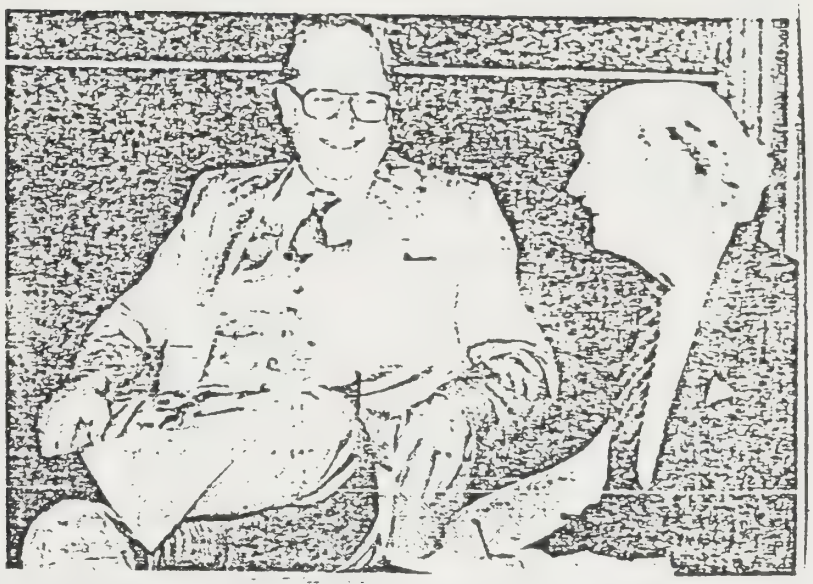
Mr. McKay expects that such a shortfall will lead to a curtailment of forest products operations, resulting in permanent loss of jobs in woods and mill operations.

The industry provides 76 per cent of the manufacturing jobs in Northwestern Ontario and is considered the economic mainstay of the area.

Mr. McKay said that the consultant's report makes a comparison between wood supply and mill requirements.

FOREST SCENE PAGE 2.

APPENDIX 'B'



R. Max Peterson, left, Forest Service Chief for the United States Department of Agriculture, chats with V. J. Nordin, Dean of the University of Toronto's Faculty of Forestry prior to Mr. Peterson's address during the 1982 Weyerhaeuser Lecture Series.

Land plans protested

Proposed provincial government plans to remove an additional 24,000 square miles from Ontario's productive forests has drawn the ire of the Ontario Federation of Anglers and Hunters; the Prospectors and Developers Association and the Ontario Trappers Association.

The Ontario Federation of Anglers and Hunters has called for a two-year moratorium on the establishment of any provincial or national parks. The federation said it believes in the multiple use and protection of Ontario's natural resources.

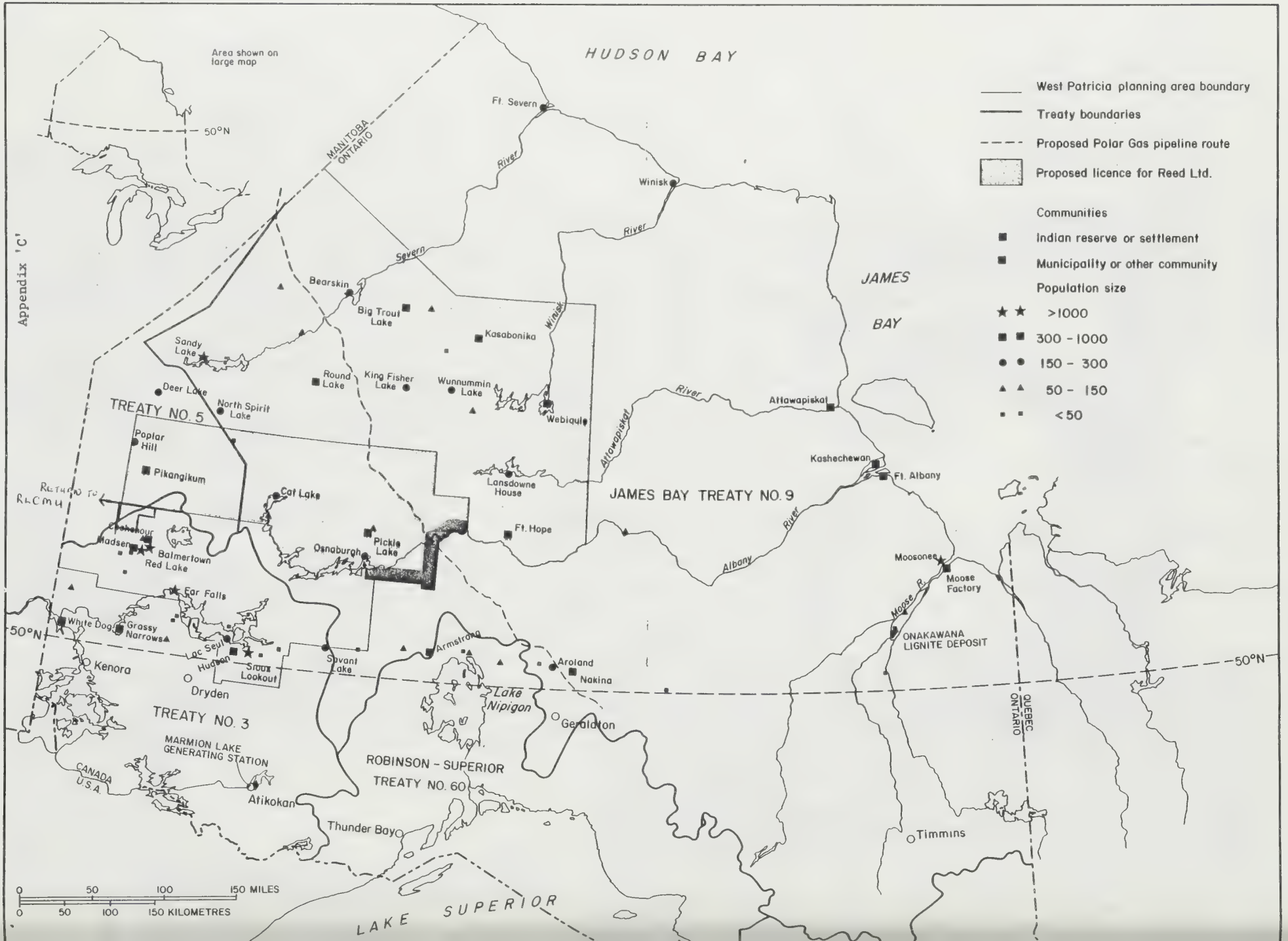
"Parks are like motherhood; you ask the average person on the street if he is in favour of it and he automatically says yes. Unfortunately, he doesn't know how much recreation and how many jobs will be lost. . .," federation president Doug Ogston said.

The Prospectors and Developers Association said it is not opposed to the creation of more provincial parks, but feels that no special interest group should have exclusive access to large blocks of Crown lands.

The association urged Natural Resources Minister Alan Pope to offer some realistic guidelines for exploring and mining in any of the proposed parks. It said the most significant deterrent to prospecting and mine development in these areas is insecurity of land tenure.

The Ontario Trappers Association said the province's proposals will cost jobs and tax revenues to Ontario residents and will drastically affect recreational land use in these areas.

The trappers association said the present park and land strategy proposals will have a negative economic impact on its membership and urged the ministry to reconsider its proposals.


Appendix 'C'
Area shown on large map
HUDSON BAY
JAMES BAY
50°N
MANITOBA
ONTARIO
Severn River
Winisk River
Albany River
Attawapiskat River
Moose R.
Ft. Severn
Winisk
Bearskin
Big Trout Lake
Kasabonika
Sandy Lake
Round Lake
King Fisher Lake
Wunnummin Lake
Webiqui
Deer Lake
North Spirit Lake
TREATY NO. 5
Poplar Hill
Pikangikum
RETURN TO RLCMU
Cat Lake
Lansdowne House
Ft. Hope
Pickle Lake
Osnaburgh
Cochenour
Madsen
Balmertown
Red Lake
Far Falls
White Dog
Grassy Narrows
Lac Seul
Hudson
Sioux Lookout
Savant Lake
Kenora
Dryden
TREATY NO. 3
MARMION LAKE GENERATING STATION
CANADA
U.S.A.
Atikokan
Thunder Bay
Armstrong
Aroland
Nakina
Lake Nipigon
Geraldton
ROBINSON - SUPERIOR
TREATY NO. 60
LAKE SUPERIOR
Attawapiskat
Kashechewan
Ft. Albany
JAMES BAY TREATY NO. 9
Moosonee
Moose Factory
ONAKAWANA LIGNITE DEPOSIT
QUEBEC
ONTARIO
Timmins
0 50 100 150 MILES
0 50 100 150 KILOMETRES
West Patricia planning area boundary
Treaty boundaries
Proposed Polar Gas pipeline route
Proposed licence for Reed Ltd.
Communities
Indian reserve or settlement
Municipality or other community
Population size
>1000
300 - 1000
150 - 300
50 - 150
<50

consideration of the consequences."

The SLUP's are removing productive forest land from existing stocks and allocating it for other uses. Our group does not feel that "full consideration of the consequences" has been given. It is obvious that we are not alone. In the same issue of 'The Forest' (Appendix 'B') another article appears in which the Ontario Federation of Anglers and Hunters, the Prospectors and Developers Association and the Ontario Trappers Association voice their concern about the consequences of the MNR proposals.

The Red Lake Logging Contractors are not against Land Use Planning and are in favour of the multiple use concept. Forest management practices affect not only our livelihood and lifestyle, but directly or indirectly, the livelihood and lifestyle of all who reside 'North of 50'. For this reason and because of the significant contribution we, as a group, make to the economic health of the area, we feel our concerns must be voiced.

Park land, both recreational and wilderness, is a 'motherhood' issue. Everyone is in favour of preserving the natural beauty and recreational value of the area. However, mature timber must be harvested at the proper time or as any living thing, it will degenerate and then become subject to fire and disease. It is true that a cut-over area is not an attractive one, but far less attractive is the devastation and danger of a forest fire. When a large area of forest is thus lost, the resultant

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REPORT

prepared for

les Conseils Régionaux de l'ACFO de

Cochrane/Iroquois Falls

Timmins

Grand Nord

by

The NORDINORD Research Institute

at

le Collège Universitaire de Hearst

January 1983

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1. INTRODUCTION

> «The French-language community in the north is at a standstill(...). The stagnation in the north can be attributed to economic causes(...).» (p.51)

> «..., the rhythm of Anglicization is becoming more pronounced(...). This is due, in large part, to the fact that the exploitation of forest and mineral resources in this part of the north has been dominated by Anglophone interests in multinational, national or provincial companies(...). (p. 54)

These quotes are taken from the report «Cultivating the Difference, a report on the arts in the Franco-Ontarian community», published in September 1977. They illustrate clearly the motives that led three regional chapters of l'Association canadienne-française de l'Ontario to want to examine more directly the impact of economic development on Francophones in the district of Cochrane.

The three chapters (Timmins, Cochrane/Iroquois Falls and Grand Nord) submitted a research proposal to the Royal Commission on the Northern Environment. After obtaining financial assistance, they retained the Northern Ontario Research and Development Institute at le Collège de Hearst (NORDINORD) to carry out the project. The task involved two principal elements: the preparation of a document outlining the results of discussions held with specific individuals and groups as well as an analysis of those results, and the preparation of an oral presentation to be made at the Commission's public hearings in Timmins on February 16, 1983.

2. OBJECTIVES

The principal objective of the study was to evaluate the impact of the development of Northern Ontario on its Francophone population in terms of 1) this group's participation in the economy of the region and 2) this group's growth as the numerically largest segment of the population in the District of Cochrane. (see table 5.)

At the very basis of this study were several key questions that had to be answered. What role do Francophones play in the economy of the area and how has this position changed over the years? How do Francophones perceive their economic role, and to what extent and with what success do they adapt to the economic milieu? What impact does regional development have on the Francophone community, on its image and on its language? Have Francophones received an adequate return on their investment as participants in the northern economy?

These were the questions that needed to be addressed.

Although the study was not designed to answer all these questions in detail, it was nonetheless aimed at producing a document identifying the major components of the Francophone role in the plan for economic development.

3. METHODOLOGY AND PRESENTATION FORMAT

A. Methodology

To obtain the information relevant to our objectives from Francophones and other residents we decided to adopt a qualitative and perceptual approach, that is to say to allow individuals to speak for themselves based on certain general questions. By means of formal consultations (questionnaires sent by mail) and informal interviews (meetings, telephone calls), respondents were encouraged to express their opinions on relevant aspects of their sector of activity: the commercial sector, large and small businesses, the education sector, the public sector (mainly municipalities) as well as certain community groups.

A non-structured questionnaire was used for each group to obtain information that was related but with an angle specific to that group. For each group, resource people were identified either through existing lists (e.g. chambers of commerce) or by suggestions from individuals in the area. Thus, we did not use a sampling method but proceeded from pre-determined lists.

A second method of collecting data was through public meetings held in Timmins, Iroquois Falls, Cochrane and Kapuskasing. Due to a low participation rate, the utility of these meetings was not great.

To facilitate evaluation of results, a number of hypotheses were established - based on the results of earlier studies as well as a number of generally accepted points of view. The first was that Francophones in Ontario, particularly those in the north, do not seem to have benefited in large measure from economic development in the area and this appears particularly noticeable in the area of preservation of language and culture.

A second starting hypothesis was that Francophones have not assumed as important an economic role as their numbers would lead to believe, whether this has been voluntary or not. In

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fact, although they constitute the majority of residents in a number of communities, they act and are perceived as a minority.

A third hypothesis was that Francophones in Ontario do not have ready access to decision-making positions. While this access may be difficult in the field of politics, especially if the person is not prepared to «compromise», in the economic field it is practically impossible.

The final hypothesis was that the causes of the current state of Francophone affairs are related to external factors, that is to say that their attitude in terms of their self-image is closely linked to the conditions in which they live. Thus, their social and economic behaviour is more closely linked to environmental than hereditary factors.

B. Format

The results of this study will be presented in the following pages. In order to facilitate understanding of the data, they have been classified according to the sector of economic activity of the respondent. It is to be noted that the information given was fairly standard within each group, despite differences in geographic location. Notable discrepancies based on geography are, in fact, noted in the analysis of each sector.

The analysis provided will begin with a brief overview of the demographic evolution of the communities in the study area and will attempt to focus on the characteristics of the resident Francophone population.

The activity sectors mentioned above will follow: small business, large business, municipal affairs, education and community groups. We will include in the latter sector the comments received at the public meetings.

A synthesis of results and a series of general recommendations will follow the presentation of this data. Due to the breadth of

.../5

the subject matter as well as the time constraints involved in the collection of data and the preparation of the submission, it would in fact be premature to propose specific actions at this time. This study and its results should rather be perceived as a background document which sheds some light on certain conditions and certain situations. These conditions must be examined more thoroughly in order to identify concrete programs of action. On the other hand, it may be said that, in addition to further study, a program of «popular education» could be undertaken to initiate changes in the attitudes and approach of groups in both the public and private sectors. We may take for example the education sector, where the quality of programs in business and commerce offered to Francophones is generally poor, especially in mixed schools. A thorough data collection could be undertaken, followed by an awareness campaign designed to sensitize education officials. However, as the example of Iroquois Falls makes clear, the process of sensitization can be long and difficult.

The recommendations included here will therefore constitute a kind of work schedule for those involved in this area, particularly the ACFO regional chapters - as though they are not already sufficiently burdened with work!

4. RESULTS

4.1 Introduction

The Francophone population in Northern Ontario constitutes an important element in the regional demography. Resident, in some cases for over 100 years, this group has contributed greatly to the colonization and development of the area. Table 1 indicates the percentage of residents in Northern Ontario districts with French as their mother tongue.

TABLE 1

DISTRICT	TOTAL POPULATION	FRENCH MOTHER TONGUE	%
ALGOMA	133,553	13,355	10.0%
COCHRANE	96,875	46,460	48.0%
NIPISSING	80,268	23,205	28.9%
SUDBURY	186,847	56,970	30.5%
TIMISKAMING	41,288	10,905	26.4%
TOTAL	538,831	150,895	28.0%

SOURCE: 1981 Census.

The area included in the present study is almost entirely limited to the District of Cochrane. Among the districts listed in Table 1, Cochrane is in fact the only one where the proportion of residents with French as their mother tongue is greater than that of other groups (48%). Table 2 lists the most important communities in the district, with population figures for 1976 and 1981, by order of importance.

TABLE 2

TOWN/CITY		1976	1981	+ -
TIMMINS		44,747	46,114	+1367 (+3.1%)
KAPUSKASING		12,676	12,014	-662 (-5.2%)
IROQUOIS FALLS		6,887	6,339	-548 (-8.0%)
HEARST		5,195	5,533	+338 (+6.5%)
COCHRANE		4,990	4,848	-142 (-2.9%)
BLACK RIVER/MATHESON		3,874	3,543	-331 (-8.5%)
SMOOTH ROCK FALLS		2,446	2,352	-94 (-3.8%)
VAL RITA/HARTY		1,469	1,518	+49 (+3.3%)
MOONBEAM		1,569	1,509	-60 (-3.8%)
MATTICE		1,272	1,254	-18 (-1.4%)
GLACKMEYER		1,126	1,155	+29 (+2.6%)
FAUQUIER		929	882	-47 (-5.1%)
OPASATIKA		740	681	-59 (-8.0%)
COCHRANE UNORGANIZED				
	NORTH	7,074	7,059	-15 (-0.2%)
	SOUTH-EAST	56	56	- (-)
TOTAL:		95,050	94,857	-193 (-0.2%)

SOURCE: 1981 Census.

It must be noted that Native communities have been omitted from this table, which explains the difference in totals between Table 1 and Table 2.

Demographic growth in these communities is seen in Table 3. The figures shown date from the official incorporation of each town or city.

The last demographic table, Table 4, shows total population growth for the entire district from 1911 to the most recent census in 1981.

TABLE 4

1911	12,236
1921	26,293
1931	58,033
1941	80,730
1951	83,850
1961	95,666
1966	97,334
1971	95,836
1976	96,881
1981	96,875

TABLE 3

TOWN/CITY	1901	1911	1921	1931	1941	1951	1961	1966	1971	1976	1981
HEARST	-	-	-	751	995	1,723	2,373	2,882	3,501[1]	5,195[1]	5,533
KAPUSKASING	-	-	926	3,819	3,431	4,687	6,870	12,617[2]	12,834	12,676	12,014
SMOOTH ROCK F.	-	-	-	879	953	1,102	1,131	1,191	1,239	2,446[7]	2,352
COCHRANE	-	1,715	2,655	3,963	2,844	3,401	4,521	4,775	4,965[3]	4,974	4,848
IROQUOIS FALLS	-	-	1,178	1,476	1,302	1,342	1,681	1,834	7,271[4]	6,887	6,339
MATHESON	-	-	305	383	339	675	853	830	3,182[5]	3,874	3,543
TIMMINS	-	-	3,843	14,200	28,790	27,743	29,270	29,303	28,542[6]	44,747[8]	46,114

NOTES:
1) Hearst annexed St Pie X and Louisbourg January 1, 1971.
2) Kapuskasing annexed Val Albert in 1964.
3) Cochrane annexed part of Glackmeyer in 1969.
4) Calvert annexed part of Iroquois Falls in 1967 and the rest of the town in 1969, then became the town of Iroquois Falls on January 1, 1971.
5) Amalgamation of Black River and Matheson to form the township of Black River-Matheson in 1969.
6) Annexation of part of Mountjoy in 1967.
7) Annexation of part of surrounding townships between 1971 and 1976.
8) Amalgamation of townships surrounding Timmins to form one municipality.

These figures indicate that Cochrane has had no significant demographic growth in the last 20 years. This stagnation is due in large part to weak dynamics in the regional economy, whose structure has not been diversified enough to attract an influx of population. To a certain extent, one may hypothesize that this has had as much a positive as a negative effect for the Francophone population in the sense that newcomers could have as easily been English-speaking as French-speaking and thus could have greatly changed the current situation.

In terms of characteristics specific to the Francophone population, data from the 1981 Census on language of daily use have not yet been made public, and it is necessary to rely on the preceding census to determine assimilation rates. In this regard, the Report on the Arts in the Franco-Ontarian Community, better known as the Savard Report, supplies some interesting data. According to this report, the net rate of Anglicization of Francophones in Cochrane is 9.3%, the lowest level for all Northern districts. The report notes, however, that «the gross rate of Anglicization among young adults from 20 to 24 and from 25 to 34 exceeds that of adults from 35 to 44, which suggests a new thrust in the attraction of English for young Francophones...» (p. 78).

One may note here that it is the groups who are most active in the economy who are also most attracted to English. It may be supposed that they want or are forced to associate more and more with the «language of business». This is precisely one of the fundamental points which the study hoped to examine more thoroughly with respondents.

Before presenting the study results, it would be worthwhile to take a brief look at growth in the French Mother Tongue population to identify the trends in this area.

Note that, for the first time in 40 years, the proportion of residents with French as their mother tongue has decreased as a percentage of the whole. Thus, not only are Francophones

.../11

TABLE 5

YEAR	TOTAL	FRENCH MOTHER TONGUE	%
1941	80,730	31,728	39.3%
1951	83,850	37,509	44.7%
1961	95,666	44,147	46.1%
1971	95,836	47,225	49.3%
1981	96,875	46,460	48.0%

SOURCE: 1941, 1951, 1961, 1971, 1981 Census.

being assimilated, but their absolute numbers and their related position are also declining.

We will now look at how this trend translates into economic reality for Francophones in the Cochrane District and into their perception and self-image as a distinct cultural and linguistic group.

4.2 Sectors

4.21 Small Business Sector.

This group comprises the most important category of respondents in our study. It was decided to put particular emphasis on obtaining information from this group, which is linked most closely to active Francophone economic participation. In fact, it was noted that this activity sector includes the greatest concentration of Francophones in the business community. It was, therefore, essential to obtain their comments and impressions concerning their role in, and the conditions surrounding economic development.

The information sought during interviews was as follows:

1. Whether Francophones play an active role in the economy of the community.
2. Whether it is difficult for a Francophone to succeed in business.
3. Whether the presence of French-speaking business people is important for the community.
4. Whether their clientele is mainly Francophone or Anglophone.
5. Whether we see any changes in recent years in Francophone economic participation.

As the interview format was deliberately informal, it is hard to compile the results quantitatively. We were, in fact, more interested in obtaining comments and opinions than a simple yes or no. We can, however, note certain definite trends emerging from the responses given.

We note for example that out of the 120 respondents we interviewed in this category, a large majority feel that Francophones play an active role in their community's economic life (between 90% and 95%), particularly in the sense that they are owners or managers of small businesses in about the same proportion as Anglophones. On the other hand, a large number of respondents qualified their answer by noting that this role diminishes more and more as we move toward decision-making levels. In other words,

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Francophones are more likely to have a more modest and low-key economic role. This comment will resurface later in our discussions with representatives of various Chambers of Commerce.

However, we may note certain local characteristics. While the above situation applies in places such as Iroquois Falls and Timmins, it is a little less evident in places such as Hearst and Kapuskasing, and even less so in the small communities such as Moonbeam and Fauquier. In fact, this distinction holds for most of the answers given - the preponderant factor in this instance being the size of the Francophone element in each community.

It was generally agreed that Francophones have as much potential as anyone but that, as most suppliers and bureaucrats are Anglophone, it is essential to know English.

The statement that «English is the language of business» is generally accepted and, thus, that it is necessary to be able to function in both languages. Some go so far as to say that it is «inconceivable» for Francophones in the business sector not to be bilingual. We were given this response as frequently in the smaller villages -- Fauquier, Moonbeam, Ramore, etc... -- as in the larger centres such as Timmins and Kapuskasing.

In spite of this attitude, it is clear that many Francophones do not feel they are at a disadvantage because they accept, and limit themselves to, a modest level of economic involvement. They do not perceive bilingualism as a current or potential problem but rather simply as learning a new language as a business tool and as a business «advantage». However, on examining more closely the significance of this attitude, we realize that the real goal of those who feel this way is less to preserve their original culture (French) while at the same time developing «supplementary tools» but rather to move progressively toward another language and culture (English) because they associate the latter with economic success.

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In this regard, we were told several times in about the same words that «providing equal service» means operating one's business in English because all Francophones are bilingual.

This same attitude is reflected in the areas of advertising and posting of signs. Done in French, it is perceived as «marginalization» in the sense that it is considered to exclude Anglophones. Bilingual publicity is considered to be too expensive, although it is seen as being useful in communities such as Hearst. It must be noted, however, that the lack of commercial advertising media, especially print, is a problem. With the exception of the Kapuskasing-Hearst area, there are in fact no French-language newspapers. It is thus in the region served by Le Nord that the most importance is placed on French-language advertising - perhaps simply because advertisers know that a segment of their clientele reads this publication. French-language advertising is, for the business sector, less a question of principles as it is one of marketing.

Another important characteristic is that, despite their importance as members of the economic community in terms of numbers, Francophone business people do not necessarily identify themselves as a linguistic group, that is to say they do not see themselves as having a collective importance within their milieu. It is this phenomenon which results in the fact for example, that there is no real Francophone economic association, with the exception of several Richelieu clubs whose primary interest is not so much the promotion of a Francophone economic force as it is community work.

In conclusion, for the communities in the District of Cochrane as a whole, French-speaking business people have only a moderate interest in «the Francophone question» and do not see the important collective role they could play. To their credit, it must be added that the situation in which they find themselves has not tended to foster the development of this awareness. The political, administrative, professional and other tools they possess have always been dominated by the controlling English element.

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As the causes of this current situation have a historical base, any realistic attempts to modify the current mentality must necessarily be placed in a long-term perspective. In Section 5, we will examine these possible solutions in greater detail.

4.22 Large Business Sector.

While the preceding section concluded with the element of English control in the small business sector, it is really in the area of large business that this control is most significant. The regional economic base is centered on resource industries which dictate the rules of the economic game and the future of communities in the area.

Three major types of industry dominate the area: mines, located primarily in the Timmins area; pulp and paper mills at Iroquois Falls, Smooth Rock Falls and Kapuskasing; and sawmills and plywood plants at Timmins, Cochrane and Hearst. It is in this latter category that the largest proportion of Francophones is found. They dominate the industry and their impact on the Francophone community is particularly felt at Hearst where Francophones appear more aware of their collective identity. Having an almost exclusive control, they seem to have a more positive attitude about the potential for Francophones to work in their own language.

For Cochrane, from the results obtained from all respondent groups, the presence of a Quebec-based company appears to be bringing about changes in this regard. Although Franco-ontarian residents expressed a certain reticence about the Québécois who live and work in Cochrane (particularly in the sense that «they are not bilingual»), we may discern growing competence on the part of Francophones in other than service areas. It remains, however, that Cochrane's function as a provincial administrative headquarters, dominated by Anglophones, counterbalances the effects of this developing awareness. But we cannot help but notice, in respondents' remarks, this awareness which, in their own opinion,

.../16

has grown over the last few years.

In terms of Timmins, the demographic importance of the community as well as the relative diversity of its economic activity and the preponderance of the mining industry make it difficult to determine clearly the impact of a Francophone-dominated industry. We might still suppose that it helps to propagate, particularly for employees, the idea that an active Francophone presence is possible.

Much has already been written about the impact on communities dominated by multinational Anglophone corporations. Suffice it to say that, because the language of administration is English, all official communications generally take place in this language. What is most important for Francophones, perhaps, is the image such companies project. As decisions are made at a distance, they do not participate in them and are not made aware of them in advance.

Despite this, we undertook to communicate directly with the large companies in the area to obtain their comments on certain questions. In no instance, except in Hearst, were we able to obtain direct answers. Most asked us to send a copy of the questionnaire which would be returned when completed. The questions pertained to the following points:

1. Statistical measure of Francophones present at various levels in the company.
2. Policies on hiring and communications with employees.
3. Demand on the part of employees for services (communications) in French and change in this demand over recent years.
4. Importance to the company of communicating in French with Francophone employees.
5. Influence of the language used in the work place on the quality of the language in general.
6. Possibility of advancement for Francophones and qualifications necessary.

.../17

Questionnaires were sent to the following companies after initial telephone contact. The «x» indicates which ones returned their questionnaire, (which are reproduced in appendix).

1. Normick-Perron, Cochrane.
2. Abitibi-Price, Smooth Rock Falls.
3. Abitibi-Price, Iroquois Falls. x
4. Spruce Falls, Kapuskasing. x (incomplete)
5. Pamour-Porcupine, Timmins.
6. Kidd Creek Mines. x (incomplete)
7. Mallette Lumber.

As may be noticed, the response rate was extremely low which is in itself an indication of the importance attributed to the question under study.

4.23 Chambers of Commerce.

Five Chambers of Commerce, including Hearst, Kapuskasing, Cochrane, Iroquois Falls and Timmins, were contacted. They were seen to be important as they work to promote the business sector and could thus play a key role for Francophones.

One element which was brought out clearly was that «in business, language differences are not important», which indicates that the Chambers of Commerce do not perceive any linguistic mandate and have not developed any goals in this area.

We have seen in every sector that Francophones play an active role in the economy, but those who participate in Chamber of Commerce activities do not formulate any specific demands. They prefer to become integrated into a business community that generally operates in English. Client services in the commercial sector must be available to the client in her/her language, which appears to pose no problem for French-speaking business people «because they are bilingual». Because bilingualism is less common for Anglophones, they often have bilingual employees.

We were told that, in Timmins, it is difficult to attract Francophones to the local Chamber of Commerce. According to its

.../18

president, they do not appear to be interested, perhaps because they are more preoccupied with running their businesses.

4.24 Education Sector.

This is a key sector in terms not only of the explanation of current weaknesses, but also of the possible methods of improving the economic role of Francophones. The need for sensitization through education is often mentioned; to date, Francophones have traditionally been less interested in economic programs and thus poorly served. It has always been felt that Anglophones were more attracted by this kind of training due to their «natural affinity» for business.

It must be said that the establishment of Francophone entities at the secondary level in recent years has helped to correct this imbalance somewhat. With time, Francophone students are beginning to display a certain interest in Business and Commerce, and are also beginning to demonstrate a more positive attitude about their potential.

The situation is not as good in the mixed schools, except where, as in the case of Hearst, the Francophone population is clearly superior. In the other institutions, Iroquois Falls and Cochrane (and to a certain extent Smooth Rock Falls where the entity is still very new), the services available to Francophones and their participation rate are both very weak. Although bilingualism is declared to be important at all schools, it seems this fact is used at some mixed schools to reduce the number of courses offered in French. As we take for granted that Francophones must be able to function in English to succeed, especially in business, we use this as a reason to educate them in that language. Take for example Iroquois Falls Secondary School where only one course in Economics and one course in Commerce (Typing) are offered in French. A Francophone in Iroquois Falls, therefore, who wants to study Economics must do so in English. Educated in that language, he is much more likely to continue his post-secondary education in English. It is easy to predict what his behaviour will be in the work force.

.../19

Our research on educational institutions led us to contact representatives of each school board and each high school as well as representatives from two regional post-secondary institutions, Northern College and Le Collège Universitaire de Hearst. It should be mentioned here that, at several secondary schools, the interviewees did not wish to have either their name or their job title appear in this report - for reasons we will not elaborate. We were seeking information on several points:

1. Major areas of academic interest for students.
2. Differences between Anglophone and Francophone students and changing trends over the years.
3. Francophone interest in Economics, Commerce or Business Administration courses.

Although responses were fundamentally homogeneous among all secondary institutions in the region, some differences, which have already been identified, were noted between French entities and mixed schools, that is to say, for example, that access is much easier in the entities as groups are not competing for services and resources.

Differences were also found in the attitudes of respondents and their perception of the school's attitude. It appears that the «climate» is clearly less favourable to change in a situation such as Iroquois Falls. If the school itself must assume certain responsibility (one respondent told us there was «no will to change»), the School Board also seems little inclined to change its current methods of operating. In the other school in this system, (Cochrane), which appears more disposed to offer services to Francophones, we were told that the lack of resources for Commerce courses in general and for Francophone students in that sector in particular has hampered their participation in this area.

The uniformity of responses mentioned above is seen most clearly in terms of recent changes in the level of interest shown by Francophone students in Business and Commerce. Although traditionally Social Science courses, and Secretarial courses for girls, have been preferred, Computer and Business courses are becoming increasingly important.

.../20

The most widely shared opinions are that there is no longer any significant difference between Anglophone and Francophone students in terms of career choice; that Francophones are acknowledging an interest and competence of which they were previously unaware; that Francophones are as aware of the absolute necessity of continuing their economic or business training; and finally that the business world is no longer perceived as being the exclusive domaine of the English.

It is clear the major problems concern available resources and the priorities of certain School Boards. In several schools -- Iroquois Falls, Cochrane -- Francophones have no choice; in others -- Smooth Rock Falls -- the choice is still limited. In terms of Timmins, the major problem is the socio-linguistic «behaviour» of the students. A number of respondents, within as well as outside of the school, mentioned their surprise at the level of Anglicization of students.

In Hearst, in spite of the mixed nature of the school, the force of numbers has favoured adequate program choice although the distribution of courses by language is not based on proportional population, i.e. the proportion of courses offered in English is greater than the Anglophone student population. It remains that Francophones have satisfactory access to scholastic programs and that both the School Board and administration are more forward-looking than most of the other institutions, with the exception perhaps of Cité des Jeunes in Kapuskasing, where the uniquely Francophone nature of the school has permitted greater latitude.

In general, then, there remains much to do in terms of sensitizing certain schools in order to modify attitudes and make them aware of the special needs of Francophones. Fortunately, we are beginning to see in certain areas examples of changes that may be introduced without unsettling the «foundations» of the system and also that it can no longer be taken for granted by school authorities in certain regions that Francophones don't need courses in French because they are all bilingual, although some still seem to think they are in fact born that way.

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5. CONCLUSION AND RECOMMENDATIONS

As was mentioned in the early pages of this report, it would be unrealistic to think that a complete summary of the subject under study could be made in only a few pages. In the same way, the recommendations which could be made could easily take on an amplitude that would make any immediate or direct action on the part of those involved very difficult.

It is for this reason that the following pages do not attempt to offer miracle solutions which would solve all the problems instantly or in the short-term; they will, rather, suggest methods and areas of intervention which would, in the long term, have a formative effect on the appropriate sectors.

A summary of principal observations made will precede the presentation of recommendations. As the preceding pages have indicated, we have a remarkable homogeneity in Francophone economic development in communities in the region. We may qualify the differences by noting that they have as much to do with the dominant economic structure in the community (e.g. multinational company) as any other factor.

In the area of active economic participation, Francophones play an important role at the small business level as well as in larger industry, at least to the middle management level. It may be said that Francophones in business demonstrate as much acumen as any other group in terms of management and control of business and industry. However, their participation diminishes rapidly at the higher levels where they are found only in the sawmill and plywood industries. Access by Francophones to decision-making positions seems to be blocked in other industrial sectors, such as mining and pulp and paper. The attitude that Francophones are not competent to take on these functions still seems to exist in these industries. That perception was in fact shared by several respondents who appear, subconsciously, to agree with it.

The consequence of this attitude is that Francophones have come to accept the necessity of operating in English to succeed in business (or any other domaine), even if they are as fully

.../22

qualified (as an Anglophone). In spite of the large proportion of French-speaking residents in many communities, no respondents thought it was necessary for Anglophone entrepreneurs to be bilingual. As a result, although Francophone business people feel it is important to serve the client in his/her language, the client must address the Anglophone merchant in the latter's language. Although this attitude exists everywhere, it is particularly present in Iroquois Falls, Smooth Rock Falls and Kapuskasing where power is delineated clearly by the language it speaks.

One result of the acceptance by Francophones of using English is the minimal demand on their part for professional or administrative consultative services in French. The availability of these services, both oral and written, is greatly affected by this lack. Rather than waste energy looking for French-language material or consultative personnel, Francophones are content to use what is available in English. Our conversation with a representative of the Federal Development Bank in Timmins confirmed these points. In addition, even when these services are available in French, there is little demand for them, with the exception of Hearst where French-language information services are preferred. The FDB representative felt the lack of French-language instruction was one of the major causes: Francophones feel more comfortable, technically and/or psychologically in English.

Francophone participation in professional organizations and associations is weak. According to some interviewees, this phenomenon is caused by the perception some small-business Francophones have of groups such as the Chamber of Commerce. Francophones, they said, may feel the English always assume control. As French-speaking business people are not in the habit of demanding rights, they prefer to work on their own. A parallel may, in fact, be drawn with other areas of public participation, where Francophone representation has always been low. The problem is particularly pronounced in agencies or commissions where the posts are filled by nomination rather than election. Take for example regional commissions such as the District Health Council, the Health Unit, the District Welfare Board, the Board of Directors of Homes for the Aged, etc..., where representation by no means reflects population proportions. This is what

.../23

has in fact led a number of people to suggest methods of guaranteed representation, especially in organizations directly involved in policy formation and the development of regional strategies.

It must, however, be noted that no real instruments for concerted action exist in the economic field. It is true we find certain groups formed under the aegis of local governments in the area which take the form of municipal associations and whose mandate on occasion includes items of an economic nature (NEOMA, FONOM, ACTION GROUP). On the other hand, these groups are too temporary in character and too sectorial in approach to be able to engage in long-term planning and take into consideration the particularities of each regional group. It is thus necessary to establish in the area a formal and permanent consultative body which would channel energies and guarantee equal participation, not only for diverse sectors of the economy but also for diverse linguistic groups. The Regional Development Councils which already exist in Quebec could provide a good working model.

A last point concerns the serious weaknesses in the educational and training system in the region. Our study of secondary schools in the region shows clearly that courses in Economy, Business and Commerce are largely unavailable to Francophone students - particularly in the mixed schools. It thus becomes extremely difficult for a Francophone to function in French once his studies are completed.

Gaps in French-language programs are often attributed to the lack of adequate material in this language. If, however, we look at unilingual French schools such as Cité des Jeunes where French-language programs are more adequate, this argument loses much of its validity.

We were also told that Francophones have traditionally been uninterested in Business and Commerce programs. We have discovered that this is really only true insofar as access to adequate instruction has been limited. When services are available, Francophones have shown themselves to be equally interested and just as able.

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In conclusion, although the «bilingualism is necessary» syndrome is still omnipresent, we denote a changing attitude on the part of young Francophones which the school system could do much to accelerate. We must encourage and induce the education sector to become increasingly dynamic and assume the responsibility it has too long shunted.

Recommendations

Having determined the nature and extent of Francophone economic participation, it is now important yet difficult to specify recommendations that will be both realistic and feasible.

We have thus limited ourselves to recommendations aimed at two precise groups: the regional chapters of l'ACFO, who proposed this study, and the provincial government, through the Royal Commission on the Northern Environment, which financed it.

1. The first recommendation is corrective in nature and aims at solving the current problems faced by those already active in the business community. We recommend that:

   A. more effort be put into making services and materials available in French, including legal documents, professional advice, technical assistance and the information necessary to establish and maintain a business. This will require more than simply responding to current demand as we have shown this demand does not correspond to needs.

   B. the province be more responsive to Francophone needs by providing necessary mechanisms of guaranteed representation, especially on boards and commissions with strong advisory or decision-making powers.

   C. the province establish a community-based economic development commission, modelled on Quebec's Regional Development Boards, where representation would be proportional to population and reflective of the geography and economic activity of the area, and whose mandate would be to determine development objectives and priorities in order to allow every group to contribute to increased northern self-sufficiency.

2. The second recommendation is preventive in nature and has a special significance for the long term. It deals with the necessity of adapting our educational system so that it responds more adequately than it has so far to the special needs of Franco-ontarians.

While we remain convinced that the most reasonable solution lies in the creation of French entities in every community and that this has been amply proven by the results of existing facilities (e.g. Cité des Jeunes, Thériault), we recommend that:

a) more effort be put into developing appropriate instructional material in French in the Economics and Commerce areas.

b) an adequate curriculum be offered in all schools, including those remaining mixed, so that Francophone students have an equal opportunity to take full programs in their own language. This is currently not the case and, in some instances, could even be considered irresponsible (ex: Iroquois Falls where only one course in Economy is offered in French).

c) the province take steps to ensure the provision of adequate services to Francophones by monitoring school boards more closely with regard to their French-language programs.

The recommendations concerning the regional chapters of l'ACFO have two primary goals: 1) to continue the gathering and updating of data, particularly in the educational sector and 2) to promote action by continued monitoring of economic issues and decision-makers.

It is certain that it will take time to succeed in changing attitudes and behaviour, and correct situations which have deep historical roots. We thus recommend that the most immediate action be directed toward the younger generation.

1) That a detailed inventory of programs and courses available at secondary and post-secondary institutions in the region be compiled by each chapter in order to identify more clearly the gaps in French-language services; and that an awareness campaign be subsequently undertaken to sensitize the various elements in the school system, including young people themselves.

In terms of the business community, we recommend:

2) that efforts be made, and pressure brought to bear, to improve the quality of French-language services offered principally by government agencies and that steps be taken to ensure the business sector is aware of these services.

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3) that economic information sessions be held and/or materials distributed to specific individuals and groups to promote education and awareness.

4) that the possibility of establishing a joint (the three regions or more) service to assist business people wishing to «Francisize» their business be studied and the service be widely publicized.

5) that, to the extent it is possible, the three regional chapters undertake joint annual economic awareness projects which could take the form of conferences, public workshops, information or publicity campaigns, training sessions, etc...

In conclusion, the efforts of the regional chapters should be oriented toward actions which may seem modest but which, when placed in the context of a long-term strategy, will bring about positive results. The fact that these three chapters took an initiative of which this report is a direct result, is a step in the right direction. But it will not be easy to change 50 or 60 years of learning and conditioning on the part of the local Francophone population. That will take time and much effort.

APPENDIX 1

PRESENTATION TO THE COCHRANE HEARINGS OF THE
ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

by

Les Conseils régionaux de Cochrane/Iroquois Falls, Timmins
et du Grand Nord de l'Association
canadienne-française de l'Ontario.

PREAMBLE

The franco-ontarian population of Northern Ontario represents an important component of the regional demography. Established in some cases over a hundred years ago, this group has contributed greatly to the colonization and the development of the region.

But interestingly enough, little is known about their current level of participation in development. What position do they occupy and how has this position changed over the years What is their perception of this role and how do they adapt to surrounding conditions? In turn, these questions lead to an interrogation about the impact of development on franco-ontarians themselves. Have there been negative consequences? Has it affected for instance their self-image or the quality of their language? Have they reaped as much benefit from northern development as they have invested? These are the types of questions that motivated our three regional councils to initiate a study of the francophone view point with regard to the development of the northern environment.

While the study was not intended to provide answers to all these questions, our objective was to produce a document outlining some components of the francophone image and of its representations. The approach was qualitative and perceptual

.../2

in the sense that we decided to tackle the question on the basis of opinions expressed by residents of the area during formal and informal consultations.

We also established certain working assumptions. One of them was that franco-ontarians did not seem to gain as much, as a group, from the impact of economic development. It seems to be particularly the case in the areas of language and culture.

Another assumption was the fact that francophones played, willingly or not, a much less active role than their numerical importance would lead one to believe. In other words, while they were a majority in many communities, they acted and were perceived as a minority.

A third is the fact that francophones do not have equal access to all key decision-making positions. In the economic field for instance, control was essentially inaccessible. In the areas of politics, it was difficult.

A final assumption was that the causes of the current state of francophones was mostly due to external factors, i.e. that their attitude with regard to their role originated from the conditions within which they lived, in other words that their social behavior was not so much hereditary as it was environmental.

In order to verify some of our assumptions, we established a method of collecting opinions and recommendations from the franco-ontarian population. The approach was two fold: 1) we identified key sectors of activity and listed contacts to

.../3

be made within the various communities; 2) we scheduled public meetings in Timmins, Iroquois Falls, Cochrane and Kapuskasing with the intention of providing to the population at large a forum to express views.

While the attendance at public meetings was limited, we were able to reach a substantial number of people through interviews. As we had expected, the results were fairly homogeneous throughout the study area. The following constitutes a summary of the major findings.

1. In the area of active economic participation, francophones play a major role at the small business level. Throughout the area, we can say that they can show as much entrepreneurial skills as any others group when it comes to ownership of stores and small commercial operations.

2. As we move up the scale, their participation decreases rapidly. Among the major industrial activities, lumber is the only one where we find an important level of involvement. But lumber is only the third largest activity after mining and pulp and paper where their presence is rather limited at the upper echelons.

3. The availability of professional services in french in the economic and financial sectors is deficient, particularly in the areas of written material. Consequently, unless they are prepared to spend time and money searching for French material (e.g. incorporation, loan applications, etc...), they have to use that available in English. The saying that English is the language of business is certainl true for Ontario.

4. As a result of this necessity to operate in English, it seems to have become increasingly accepted and acceptable to francophones. This has led, with time, to a decrease in the level of requests for French services and, as a consequence, to a further decrease in the already low availability of services. Indeed, many offer the low demand as a justification for not offering services in French.

5. French-speaking respondents generally indicated that francophones had as good a chance to succeed in business as any other individual - providing that they were able to speak English. Despite the strong percentage of French-speaking population in the area, very few thought bilingualism was necessary for English speaking entrepreneurs. The reason given was that francophones can all get by in English.

   Those results were true for all communities, even for those like Hearst, where a vast majority of residents are franco-ontarians. It remains however that the situation is much more serious in communities characterized by the presence of a large employer such as a pulp and paper mill, where "power" is clearly defined in terms of the language it speaks (e.g. Iroquois Falls, Smooth Rock Falls and Kapuskasing).

6. As far as the rate of participation of francophones in professional groups and associations is concerned, they seem to prefer staying away. According to some active members of the business community to whom we talked, this might be caused by their perception of the nature of groups

such as the Chamber of Commerce, where control has traditionally been assumed by English-speaking members.

This observation relates as well to the situation in other areas of interest, where francophone representation has always been very moderate. If we look for instance at the composition of most boards of public agencies, representation is certainly not proportional to the population distribution.

We therefore find in the business communities the same pattern repeated. It could be argued that franco-ontarians have a social behavior that makes their involvement more difficult, especially since the guaranteed representation approach is lacking.

7. In the field of education and training, the level of services in French shows considerable deficiencies. Our survey of the region's high schools has clearly indicated that courses pertaining to economic, business or commercial streams were substantially less available to French-speaking pupils. This was particularly the case in mixed high schools were the majority of those courses were offered only in English.

It is therefore very difficult to expect a francophone graduating in commerce or business to be able to operate in French. We were offered as an explanation by many whom we interviewed at program levels that a shortage of material (e.g. books) in French was a major reason for the predominance of English courses.

However, the situation was much better in totally French schools such as Cité des Jeunes in Kapuskasing, which in fact proved that French students were just as inclined to take courses in business and commerce as their English counterparts.

One of the points we had indeed tried to clarify in our survey was the fact that it is often said francophones are not "attracted" to financial subjects at school, which would account for their lower level of active participation in later years. We found it to be true to the extent that accessibility to an adequate formation is much more limited. But when the facilities are available, they prove to be as interested and certainly as capable as anyone else.

While this may seem to state the obvious, it was certainly the case with some interviewees in large corporations who said with different words, that the low rate of francophone participation at high echelons was due to their deficient formal training and their apparent lack of motivation to accede to these postings.

The complete report which appears as an annex to this document presents a fuller discussion of the methodology, results and analysis.

The following recommendations which are excerpts from those included in the full report are those pertaining directly to the commission and the provincial government.

.../7

1. The first recommendation is corrective in nature and aims at solving the current problems faced by those already active in the business community. The above summary of the problems indicates that the provincial government could play a more active role in encouraging the participation of an active francophone business community in the North. To this end, we recommend:

   a) that more effort be put into making available services and materials in French, including legal documents, professional advice, technical assistance and the information necessary to establish a business.

      This will require doing more than answering current demands as we have shown that this demand will not correspond to needs.

   b) that the province be more responsive to francophone needs by providing certain mechanisms of guaranteed representation especially on boards and commissions that have strong advisory and decision making powers.

   c) that the province establish a community based economic development commission, modeled on Quebec's "Conseil régional de développement", where representation would be proportional to the population and whose mandate would be to determine development objectives and priorities in order to allow every group to contribute to increased northern self-sufficiency.

2. The second recommendation is preventive and, as such, has a special significance for the long term. It deals with the necessity of adapting our educational system to respond more adequately than it has done so far to the special needs of franco-ontarians.

   While we remain convinced that the most reasonable solution lies in the creation of French entities in every community and that this has been amply proven by the results of existing facilities (e.g. Cité des Jeunes, Thériault), we recommend that:

a) more emphasis be placed on developing appropriate school material in French in the economic and commerce subject areas.

b) an adequate curriculum be offered in all schools (including those remaining "mixed" schools) so that French students have an equal opportunity to take full programs in their own language. This is currently not the case and, in some instances, could even be considered irresponsible (ex.: Iroquois Falls where only one course in Economy in French is offered).

c) the province be prepared to insure the provision of adequate services to francophones by monitoring more closely the decisions of school boards with regard to programs.

While we would have many more suggestions to make for improving life in Northern Ontario in general and its French-speaking population in particular, we think that the previous recommendations constitute a valid initial work agenda for our provincial government.

APPENDIX 2

ABITIBI-PRICE

ABITIBI-PRICE INC., Iroquois Falls, Ontario, Canada P0K 1E0

November 25, 1982

Northern Ontario Research
and Development Institute
C.P. 580
HEARST, Ontario
P0L 1N0

Attention: Ms. Kathryn Fournier - Research Officer

Dear Ms. Fournier:

REFERENCE: YOUR LETTER & QUESTIONNAIRE OF NOV. 15/82

The replies to your questions are in the same order as they appear.

1. It is somewhat difficult to arrive at the exact numbers as to what the split might be between Francophones, Anglophones or any other ethnic group, however our best estimate is Francophones 45%, Anglophones 50%, Other 5%.

As to the second part of your question, this does not set or indicate any type of trend, the above quoted figures change from year to year depending on the number of new employees hired.

It should also be noted that the three groups mentioned above are employed throughout the plant and occupy positions from Senior Management to Labourer.

2. The Company does not have a policy. As you are aware under the Human Rights Act, it is not permissable to hire future employees based on the language or languages they may speak or may not speak.

3. No demands have been made.

4. No demands have been made.

5. Employees are free to communicate with each other or with their supervisor in the language they prefer.

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6. This is most difficult to answer, however the diminish of the quality of the French language at home would depend on how much it is used at home. We should remember the employee spends more of his working life at home or with his family. In most cases, conversation in the workplace is limited and restricted to the operation.

7. It is not the language factor that determines the individual's achievements in the workplace or in the community; this is based on many factors (e.g. his willingness to achieve, his performance, education, etc.).

8. This is strictly up to the individuals concerned; both Francophones and other groups, those who wish to participate can do so, as there are many challenging opportunities which exist. To improve on this for any of the groups may require the interested individuals to come out and participate.

Yours truly,

J. W. Coulombe
Divisional Superintendent
Industrial Relations (Mill & Woods)

JWC/1

Kidd Creek Mines Ltd.
B-2002, Timmins, Ontario P4N 7K1
Metallurgical Site (705) 235-8121

November 23, 1982

Mrs. Kathryn Fournier
Research Officer
Nordinord
C.P. 580
Hearst, Ontario
P0L 1N0

Dear Mrs. Fournier:

We wish to acknowledge receipt of the questionnaire on the economic participation of Francophones in Northeastern Ontario.

The statistical information requested is not available simply because we do not maintain such statistics. At this time, we do not believe that we could objectively answer the survey.

Thank you for considering our company as part of your survey.

Yours truly,

John P. Pappone
Superintendent
Employee Relations

JPP/pg

Spruce Falls Power and Paper Company, Limited

HEAD OFFICE

P. O. BOX 100 • KAPUSKASING, ONTARIO, CANADA, P5N 2Y2 • TELEPHONE 705-335-2311

ADDRESS REPLY TO THE COMPANY
ATTENTION OF:

November 24, 1982

Ms. Kathryn Fournier
Research Officer
Nordinord
P.O. Box 580
Hearst, Ontario
POL 1NO

Dear Ms. Fournier:

We have received your letter of November 15, 1982 with the attached questionnaire and find some of your questions rather hypothetical and thus difficult to answer directly while others would require a fair amount of research if we were to provide an accurate answer.

We feel the fairest way to answer your question is to advise you that our policy on Human Rights in Employment specifically prohibits any form of discrimination based on race, color, sex, age, religion or national origins and we strictly adhere to this policy.

Yours very truly,

SBG/ml

Stan B. Gouldsborough
Supt. of Employee Services
and Communications

RAPPORT DE RECHERCHE

préparé pour les

Conseils Régionaux de l'ACFO de

Cochrane/Iroquois Falls

Timmins

Grand Nord

par

L'Institut de Recherche NORDINORD

du

Collège Universitaire de Hearst

janvier 1983

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1. PREAMBULE

> «La population de langue maternelle française stagne dans le Grand-Nord (...). La stagnation du Grand-Nord peut s'expliquer par des raisons économiques(...).» (p. 51)

> «..., le rythme d'anglicisation est plus accentué(...). Ceci est dû, en grande partie, au fait que les structures d'exploitation des ressources naturelles des forêts et des mines de cette région du Nord sont plus dominées par l'élément anglophone des compagnies multinationales, nationales ou provinciales(...).» (p. 54)

Ces deux citations sont tirées du rapport «Cultiver sa différence, rapport sur les arts dans la vie franco-ontarienne», publié en septembre 1977. Elles illustrent clairement les motifs qui ont amené trois conseils régionaux de l'Association canadienne-française de l'Ontario à s'interroger plus directement sur l'impact du développement économique chez les francophones du district de Cochrane.

Ces trois conseils régionaux, soit ceux de Timmins, Cochrane /Iroquois Falls et du Grand-Nord, soumettaient donc à la Commission Royale d'enquête sur l'Environnement du Nord une proposition de recherche. Suite à l'obtention d'une aide financière, les conseils embauchaient l'Institut nord-ontarien de recherche et de développement du Collège de Hearst (NORDINORD) pour effectuer le travail. On pouvait noter deux aspects principaux à la tâche. D'un côté la préparation d'un document de fond incluant les résultats détaillés de démarches spécifiques auprès d'individus et de groupes, ainsi qu'une analyse des résultats; de l'autre, l'élaboration d'une présentation orale à être faite lors des audiences publiques de la Commission d'enquête à Timmins le 16 février 1983.

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2. OBJECTIFS

L'objectif principal de l'étude était d'évaluer l'impact du développement du nord de l'Ontario sur la population francophone dans le contexte 1) de sa participation à l'économie régionale et 2) de sa croissance en tant que collectivité numériquement majoritaire dans le district de Cochrane. (voir tableau 5.)

À la base de la recherche se retrouvaient plusieurs questions clés auxquelles il fallait tenter de répondre. Quelle est la position occupée par les francophones dans l'économie régionale et dans quelle mesure celle-ci a-t-elle changé au cours des ans? Comment les francophones perçoivent-ils leur rôle économique et dans quel contexte et avec quel succès s'adaptent-ils aux conditions de ce milieu économique? Quel est l'impact du développement régional sur la collectivité francophone, sur son image et son langage? Les francophones ont-ils retiré autant qu'ils ont investi en tant que participants économiques?

Telles étaient les questions auxquelles il fallait s'adresser.

Alors que l'étude n'avait pas pour but de répondre en détail à toutes ces questions, elle visait néanmoins à produire un document identifiant les composantes majeures de la francophonie sur le plan de l'économie régionale.

3. METHODOLOGIE ET FORMAT DE PRESENTATION

A. Méthodologie

Afin de recueillir auprès des francophones et de certains autres intervenants les renseignements pertinents à satisfaire nos objectifs, il fut décidé d'adopter une approche qualitative et perceptuelle, c'est-à-dire de laisser parler les gens à partir de certaines questions générales. Lors de consultations formelles (questionnaires par la poste) mais surtout informelles (rencontres, téléphones), les répondants étaient invités à exprimer leurs opinions sur des aspects pertinents à leur secteur d'activités, soit les milieux d'affaires, la petite et la grande entreprise, le milieu de l'éducation, le secteur public (surtout les municipalités) ainsi que certains organismes communautaires.

Pour chacun de ces groupes, des renseignements connexes, mais avec un accent différent, étaient recherchés, et ce par le biais d'un questionnaire non structuré. Pour chacun de ces groupes, des personnes contact furent identifiées soit à partir de listes existantes (p.e. chambres de commerce) ou encore de suggestions faites par des personnes du milieu. Nous n'avons donc pas procédé par échantillonnage, mais sur la base d'une liste pré-établie.

Une deuxième méthode de collecte de données fut à partir de réunions publiques tenues à Timmins, Iroquois Falls, Cochrane et Kapuskasing. En raison de la faible participation, leur utilité en fut quelque peu diminuée.

Afin de faciliter l'évaluation des résultats, un certain nombre d'hypothèses de départ furent émises - basées à la fois sur les résultats d'enquêtes antérieures ainsi que sur des vues généralement acceptées. La première était que les francophones de l'Ontario, et plus particulièrement ceux du nord, ne semblent pas avoir bénéficié très largement du développement économique de la région, cet état de fait étant particulièrement remarquable

dans les domaines de la préservation de la langue et de la culture.

Une autre de nos hypothèses de départ était que les francophones ont assumé, volontairement ou non, un rôle économique beaucoup moins important que leur importance numérique ne le laisserait penser. En fait, bien que constituant la majorité des résidents de plusieurs communautés, ils agissent et sont perçus comme une minorité.

Une troisième hypothèse suppose que les franco-ontariens n'ont pas aussi facilement accès aux postes décisionnels. En économie, cette accession est quasi impossible alors qu'en politique, elle est difficile, surtout si la personne n'est pas prête aux «compromis».

Finalement, la dernière hypothèse stipulait que les causes de l'état actuel des choses chez les francophones sont reliées à des facteurs externes, c'est-à-dire que leur attitude par rapport à leur image et à leur attitude était étroitement reliée aux conditions du milieu dans lequel ils vivent. Ainsi donc leur comportement social et économique est davantage environnemental qu'héréditaire.

B. Format

Les résultats obtenus vous seront donc présentés dans les pages qui suivent. Afin de faciliter la compréhension de ceux-ci, ils ont été divisés selon les secteurs d'activités des répondants. Ils nous est en effet apparu que les réponses étaient suffisamment homogènes à l'intérieur de chacun de ces groupes, quelque soit leur lieu de résidence dans la région. Les différences géographiques notables feront d'ailleurs l'objet d'un commentaire particulier dans leurs sections respectives.

La partie de l'analyse débutera par un bref aperçu de l'évolution démographique des communautés de la région et tentera de mettre en relief les caractéristiques de la population franco-ontarienne.

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Viendront ensuite les secteurs d'activités mentionnés précédemment, à savoir les secteurs de la petite entreprise, de la grande entreprise, celui des affaires municipales, celui de l'éducation et le secteur communautaire. Nous incluerons aussi dans ce secteur les quelques commentaires qui ont été faits lors des rencontres publiques.

Après cette présentation des résultats, une synthèse des principaux résultats ainsi que des recommandations à caractère général seront faites. En raison de l'ampleur du sujet traité et des contraintes de temps pour la collecte des données et la préparation de la soumission, il serait en effet prématuré de proposer des actions spécifiques dans l'immédiat. Cette étude et ses résultats devraient plutôt être perçus comme un document de base qui met en relief certaines situations et certaines conditions. Des interventions précises pour approfondir ces dernières seront nécessaires avant d'en arriver à identifier des programmes d'action concrets. Par contre, il est possible de dire qu'en plus de la recherche d'informations, une phase «d'éducation» populaire pourra être entreprise pour amorcer un changement dans les attitudes et les approches des organismes publics ou privés. À titre d'exemple, nous pourrions utiliser le secteur de l'éducation où la qualité des services aux francophones dans les secteurs économiques et des affaires est généralement pauvre, particulièrement dans les écoles mixtes. Il s'agirait donc au départ d'entreprendre un travail de documentation plus approfondi, suivi d'une phase de sensibilisation auprès des autorités. Cependant, comme nous l'indique l'expérience vécue à Iroquois Falls, la sensibilisation est une tâche souvent longue et pénible.

Les recommandations seront donc en quelque sorte un agenda de travail destiné à divers intervenants du milieu, et en particulier aux Conseils régionaux de l'ACFO - comme s'ils n'avaient pas déjà suffisamment de travail!

4. RESULTATS

4.1 Introduction

La population francophone du nord de l'Ontario constitue une part importante de la démographie régionale. Installé, dans bien des cas, depuis plus d'une centaine d'années, ce groupe a largement participé à la colonisation et au développement de la région. Le tableau 1 nous indique pour chacun des districts du nord de l'Ontario les proportions de résidents de langue maternelle française.

TABLEAU 1

DISTRICT	POPULATION TOTALE	LANGUE MATERNELLE FRANÇAISE	%
ALGOMA	133,553	13,355	10.0%
COCHRANE	96,875	46,460	48.0%
NIPISSING	80,268	23,205	28.9%
SUDBURY	186,847	56,970	30.5%
TIMISKAMING	41,288	10,905	26.4%
TOTAL	538,831	150,895	28.0%

Source: Recensement 1981.

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Le territoire visé par la présente étude se limitait presque entièrement au district de Cochrane. Parmi tous les districts listés au tableau 1, celui de Cochrane est d'ailleurs le seul où la proportion des résidents de langue maternelle française est supérieure à celle des autres groupes (48%). Le tableau 2 liste les communautés les plus importantes à l'intérieur de ce district, avec les chiffres de population pour 1976 et 1981, par ordre d'importance.

TABLEAU 2

VILLE	1976	1981	+ -
TIMMINS	44,747	46,114	+1367 (+3.1%)
KAPUSKASING	12,676	12,014	-662 (-5.2%)
IROQUOIS FALLS	6,887	6,339	-548 (-8.0%)
HEARST	5,195	5,533	+338 (+6.5%)
COCHRANE	4,990	4,848	-142 (-2.9%)
BLACK RIVER/MATHESON	3,874	3,543	-331 (-8.5%)
SMOOTH ROCK FALLS	2,446	2,352	-94 (-3.8%)
VAL RITA/HARTY	1,469	1,518	+49 (+3.3%)
MOONBEAM	1,569	1,509	-60 (-3.8%)
MATTICE	1,272	1,254	-18 (-1.4%)
GLACKMEYER	1,126	1,155	+29 (+2.6%)
FAUQUIER	929	882	-47 (-5.1%)
OPASATIKA	740	681	-59 (-8.0%)
COCHRANE non-organisé			
PARTIE NORD	7,074	7,059	-15 (-0.2%)
PARTIE SUD-EST	56	56	- ( )
TOTAL	95,050	94,857	-193 (-0.2%)

SOURCE: Recensement 1981.

Il faut remarquer que les communautés autochtones ont été omises du tableau, ce qui explique la différence entre le tableau 1 et le tableau 2 pour ce qui est du total.

L'évolution historique de la démographie des communautés régionales est représentée au tableau 3. Les chiffres sont ceux recueillis depuis les dates d'incorporation officielle des communautés.

Un dernier tableau sur la démographie, le tableau 4, nous indique l'évolution de la population totale pour l'ensemble du district depuis 1911 jusqu'au plus récent recensement, celui de 1981.

TABLEAU 4

1911	12,236
1921	26,293
1931	58,033
1941	80,730
1951	83,850
1961	95,666
1966	97,334
1971	95,836
1976	96,881
1981	96,875

TABLEAU 3

VILLE	1901	1911	1921	1931	1941	1951	1961	1966	1971	1976	1981
HEARST	-	-	-	751	995	1,723	2,373	2,882	3,501[1]	5,195[1]	5,533
KAPUSKASING	-	-	926	3,819	3,431	4,687	6,870	12,617[2]	12,834	12,676	12,014
SMOOTH ROCK F.	-	-	-	879	953	1,102	1,131	1,191	1,239	2,446[7]	2,352
COCHRANE	-	1,715	2,655	3,963	2,844	3,401	4,521	4,775	4,965[3]	4,974	4,848
IROQUOIS FALLS	-	-	1,178	1,476	1,302	1,342	1,681	1,834	7,271[4]	6,887	6,339
MATHESON	-	-	305	383	339	675	853	830	3,182[5]	3,874	3,543
TIMMINS	-	-	3,843	14,200	28,790	27,743	29,270	29,303	28,542[6]	44,747[8]	46,114

NOTES:
1) La ville de Hearst a annexé St Pie X et Louisbourg le 1er janvier 1971.
2) Kapuskasing a annexé Val Albert en 1964.
3) Cochrane a annexé une partie de Glackmeyer en 1969.
4) Calvert a annexé une partie de la ville d'Iroquois Falls en 1967 et le reste de la ville en 1969, puis est devenue ville d'Iroquois Falls le 1er janvier 1971.
5) Fusion de Black River et de Matheson pour former le canton Black River-Matheson en 1969.
6) Annexion d'une partie de Mountjoy en 1967.
7) Annexion d'une partie de territoire environnant entre 1971 et 1976.
8) Amalgamation des territoires environnants Timmins pour former une seule municipalité.

Tous ces chiffres nous indiquent que le district de Cochrane n'a a peu près pas évolué démographiquement au cours des dernières vingt années. Cette stagnation s'explique en grande partie par le faible dynamisme de l'économie régionale dont la structure ne s'est pas diversifiée suffisamment pour attirer un afflux de population. Dans une certaine mesure, on peut hypothétiser qu'un tel état de fait a été autant positif que négatif pour la population francophone dans la mesure où ces nouveaux arrivants auraient pu être autant anglophone que francophone et ainsi modifier la situation actuelle.

Pour ce qui est des caractéristiques propres au groupe francophone, les données du recensement de 1981, surtout en ce qui a trait à la langue d'usage n'ont pas encore été toutes publiées. Il faut donc s'en remettre à des données du recensement précédent pour déterminer des résultats sur les taux d'assimilation. À cet égard, le Rapport sur les arts dans la vie franco-ontarienne, mieux connu sous le nom de Rapport Savard, fournit des chiffres intéressants. Selon ce rapport, le taux net d'anglicisation des francophones de Cochrane est de 9.3%, soit le plus bas pour tous les districts du Nord. Le rapport remarque cependant que «le taux brut d'anglicisation des plus jeunes adultes de 20 à 24 ans et de 25 à 34 ans excède déjà celui des 35 à 44 ans, ce qui suggère une poussée nouvelle de l'attraction de l'anglais sur les jeunes...» (p. 78).

On remarque par ceci que ce sont les groupes les plus actifs économiquement qui se voient attirés de plus en plus vers l'anglais. On peut supposer qu'ils cherchent ou sont forcés de s'associer davantage à la traditionnelle «langue des affaires». C'est justement ici un des points fondamentaux que l'étude a voulu approfondir auprès des répondants.

Avant de passer à cette présentation des résultats, il serait bon de jeter un coup d'oeil à l'évolution de la population de langue maternelle française pour identifier les tendances dans ce domaine.

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TABLEAU 5

ANNEE	TOTAL	LANGUE MATERNELLE FRANÇAISE	%
1941	80,730	31,728	39.3%
1951	83,850	37,509	44.7%
1961	95,666	44,147	46.1%
1971	95,836	47,225	49.3%
1981	96,875	46,460	48.0%

SOURCE: Recensement 1941, 1951, 1961, 1971, 1981.

On note que pour la première fois depuis quarante ans, la proportion de résidents de langue maternelle française diminue donc par rapport à l'ensemble. Ainsi, non seulement se produit-il une anglicisation des francophones, mais il se produit même une diminution dans leur nombre absolu et dans leur position relative.

Nous allons voir ici comment ceci se transpose dans la réalité économique des francophones du district de Cochrane et dans leur perception de leur propre image en tant que groupe linguistique et culturel.

4.2 Les secteurs

4.21 Le secteur des affaires. La petite entreprise.

Ce groupe constituait la catégorie de répondants la plus importante de notre étude. Nous avions en effet décidé de mettre l'emphase sur la recherche d'informations auprès de ce groupe, étant celui le plus étroitement relié à l'implication économique active des francophones. De fait, nous avons remarqué que ce secteur d'activités est celui où se retrouve la plus grande concentration de francophones dans les affaires. Il fallait donc aller recueillir auprès de ceux-ci les commentaires et les impressions à certaines questions concernant leur rôle et les conditions de leur développement économique. Le type d'informations recherché durant l'entrevue était le suivant:

1. Si les francophones jouent un rôle actif dans la vie économique de la communauté.
2. S'il est plus difficile pour un francophone de réussir en affaires.
3. Si la présence de gens d'affaires de langue française est importante pour la communauté.
4. Si leur clientèle est plus francophone qu'anglophone.
5. Si l'on remarque des changements depuis quelques années dans la participation francophone.

Parce que le format de l'entrevue était volontairement informel, il est difficile de compiler quantitativement les réponses obtenues. Nous étions en effet davantage intéressés à recueillir des commentaires plutôt qu'un simple oui ou non. On peut quand même noter que des tendances assez précises se dégagent des réponses.

On remarque par exemple que sur les 120 répondants que nous avons rejoint dans cette catégorie, une forte majorité considère que les francophones jouent un rôle actif dans la vie économique de leur communauté (probablement entre 90 et 95%), surtout dans le sens où ils sont propriétaires ou gérants de petits commerces

dans une proportion à peu près égale à celles des anglophones. Par contre, un bon nombre de répondants qualifient leur réponse en disant que ce rôle devient beaucoup plus effacé au fur et à mesure que l'on passe au niveau de la prise de décision. En d'autres mots que les francophones sont plus susceptibles d'avoir un rôle économique plus modeste et plus discret. Ce commentaire reviendra d'ailleurs plus loin dans le compte rendu de nos discussions avec les représentants des chambres de commerce.

Cependant, on peut remarquer certaines particularités locales. Alors que cette situation s'applique bien dans des milieux comme Iroquois Falls et Timmins, elle est un peu moins évidente dans des endroits comme Hearst ou Kapuskasing et encore moins dans les plus petites communautés telles Moonbeam ou Fauquier. De fait, ce genre de distinction vaut pour l'ensemble des réponses données - le facteur prépondérant dans ce cas étant la prévalence de l'élément francophone dans ces communautés.

On dénote par exemple cette tendance au niveau des réponses à la question 2, où l'on interrogeait les répondants sur les difficultés particulières que rencontrent les francophones en affaires. Alors que la forte majorité des personnes interrogées déclarent que les francophones ne sont pas désavantagés dans la mesure où ils sont bilingues, les taux sont relativement moins élevés dans les communautés à forte proportion francophone.

On s'entend pour dire que les francophones ont autant de potentiel que n'importe qui mais que, puisque les fournisseurs et les bureaucrates sont anglophones, il faut pouvoir parler l'anglais.

On accepte bien l'énoncé que «l'anglais est la langue des affaires» et que par conséquent, il faut fonctionner dans les deux langues. Certains vont jusqu'à dire qu'il est «inconcevable» pour un francophone de ne pas être bilingue dans le milieu des affaires. Cette réponse, on la retrouve aussi bien au niveau des villages - Fauquier, Moonbeam, Ramore, etc... que des milieux urbains comme Timmins et Kapuskasing.

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Malgré cette attitude, il ressort que les francophones ne se sentent pas désavantagés parce qu'ils acceptent souvent de limiter leurs horizons à un niveau d'implication modeste. On ne perçoit pas le bilinguisme comme un problème actuel ou potentiel, mais simplement en terme de la maîtrise d'une langue comme outil de travail et comme «avantage» comparatif en affaires. Mais quand on examine davantage la signification de cette attitude, on s'aperçoit que le véritable but de ceux qui ont répondu dans ce sens est moins de préserver leur culture d'origine (français) tout en développant des «outils supplémentaires» que de tendre progressivement vers une autre langue et une autre culture (anglais) parce que l'on associe cette dernière avec la réussite économique.

À cet égard, plusieurs fois nous a-t-on répondu dans à peu près les mêmes mots que de «donner un service égal, c'est de s'exprimer en anglais parce que les francophones sont bilingues».

Cette attitude se reflète aussi pour des domaines comme la publicité et l'affichage. Celle-ci en français est perçue comme une marginalisation dans le sens que l'on considère qu'elle élimine les anglophones. Quant à la publicité bilingue, on la trouve coûteuse partout, mais en y voyant une utilité plus grande dans des communautés comme Hearst. Il faut dire cependant que l'absence relative de moyens publicitaires commerciaux, surtout écrits, est un problème. En effet, à l'exception de la région Kapuskasing-Hearst, il n'existe pas de journal de langue française. C'est d'ailleurs dans la région desservie par Le Nord qu'on semble accorder le plus d'importance à la publicité en français - peut-être tout simplement parce que l'on sait qu'une partie de la clientèle y trouve son information. La publicité en français n'est en général pas pour le milieu des affaires une question de principe mais plutôt une question de marketing.

Une autre caractéristique importante est que malgré leur importance numérique en tant que membre de la collectivité économique, les gens d'affaires francophones ne s'identifient pas nécessairement à un groupe linguistique, c'est-à-dire qu'ils ne

se reconnaissent pas comme ayant une importance collective au sein de leur milieu. C'est ce phénomène qui fait par exemple qu'il n'existe pas de véritable regroupement, si ce n'est quelques clubs Richelieu dont les actions ne visent pas nécessairement la promotion d'une force économique francophone, mais ont plutôt une vocation communautaire.

En conclusion, pour l'ensemble des communautés du district de Cochrane, les gens d'affaires de langue française démontrent un intérêt plutôt modéré pour la question francophone et ne reconnaissent pas le rôle important qu'ils pourraient jouer collectivement. Il faut dire à leur crédit que les conditions dans lesquelles ils ont à évoluer ne favorisent l'éclosion de cette prise de conscience. Les outils dont ils disposent, politiquement, administrativement, professionnellement ou autres sont dominés par l'élément anglais qui a assumé depuis toujours une position de contrôle.

Parce que les causes de la situation ont un fondement historique, les solutions réalistes pour modifier les mentalités se placent dans une perspective à long terme. Dans la section 5, nous examinerons plus en détail des interventions possibles.

4.22 Le secteur des affaires. La grande entreprise.

Si nous avons conclu la section précédente sur l'élément de contrôle de l'élément anglophone, c'est dans le secteur de la grande entreprise qu'il prend toute sa signification. La base économique régionale repose sur les industries de ressources. Ce sont elles qui dictent les conditions du jeu économique et l'avenir des communautés de la région.

Trois grands types d'entreprises dominent la région: les mines, situées principalement dans la région de Timmins, les moulins de pâte et papier à Iroquois Falls, Smooth Rock Falls et Kapuskasing, et les usines de bois de sciage et de contreplaqués, à Timmins, Cochrane et Hearst. C'est dans cette dernière catégorie que la proportion de francophones est la plus

importante. Ils dominent l'industrie et leur impact sur la francophonie se fait sentir surtout à Hearst où les francophones semblent plus conscients de leur identité collective. Leur contrôle y étant presqu'exclusif, les attitudes apparaissent beaucoup plus positives quant aux possibilités pour les francophones de travailler dans leur langue.

Pour Cochrane, d'après les réponses obtenues auprès de tous les groupes de répondants, la présence d'une entreprise québécoise semble opérer certains changements à cet égard. Bien que l'on ressente une certaine réticence des répondants franco-ontariens face aux Québécois qui vivent et travaillent à Cochrane (surtout dans le sens où ces derniers «ne sont pas bilingues»), on commence à percevoir aussi les compétences des francophones dans des domaines autres que celui des services. Il n'en demeure pas moins que la fonction de chef-lieu administratif provincial de Cochrane caractérisée par une domination anglophone contrebalance les effets de cette prise de conscience. Mais on ne peut tout de même que remarquer dans les commentaires des répondants cette sensibilisation qui, de leur propre aveu, a pris une certaine ampleur aux cours des dernières années.

Quant à Timmins, l'importance démographique de la communauté ainsi que la relative diversité des activités économiques et la prépondérance de l'industrie minière rendent difficiles de déterminer clairement l'impact de la présence d'une entreprise dominée par des francophones. On peut quand même supposer qu'elle contribue à propager, surtout auprès de ses employés, l'image qu'une présence francophone active est possible.

Pour ce qui est des autres communautés dominées par des entreprises multinationales anglophones, on a beaucoup écrit sur leur impact. Qu'il suffise de dire que parce que la langue de l'administration est l'anglais, les communications officielles se font généralement dans cette langue. Ce qui est plus important sur la francophonie, c'est peut-être l'image qu'une telle situation projette. Parce que le contrôle s'assume à distance,

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on ne participe ni n'est mis au courant à l'avance des décisions de l'entreprise.

Quoiqu'il en soit, nous avons entrepris de communiquer directement avec les grandes entreprises de la région afin de recueillir leurs commentaires à certaines questions. Dans aucune, sauf à Hearst, n'avons nous été capables de recueillir ces réponses directement. On nous a demandé dans les autres cas de leur faire parvenir copie du questionnaire qui nous serait par la suite retourné. Les questions portaient sur les points suivants:

1. Importance statistique de la présence francophone aux divers paliers de l'entreprise.
2. Présence d'une politique pour l'embauche et les communications avec les employés.
3. Demande de la part des employés pour des services (communications) en français et changements dans cette demande dans les dernières années.
4. Importance pour l'entreprise de communiquer en français avec les employés francophones.
5. Influence de la langue de travail sur la qualité générale de la langue.
6. Chance d'avancement des francophones et conditions requises.

Des questionnaires ont donc été envoyés aux entreprises suivantes suite à un premier contact téléphonique. Le x indique ceux qui ont retourné le questionnaire (qui sont reproduits en annexe).

1. Normick-Perron, Cochrane.
2. Abitibi-Price, Smooth Rock Falls.
3. Abitibi-Price, Iroquois Falls. x
4. Spruce Falls, Kapuskasing. x (non-complété)
5. Pamour-Porcupine, Timmins.
6. Kidd Creek Mines. x (non-complété)
7. Mallette Lumber.

Comme on le constate, le taux de réponse fut extrêmement faible bien que celui-ci constitue du fait même une indication de l'importance attribuée au domaine de l'étude.

4.23 Les Chambres de Commerce.

Cinq chambres de commerce ont été contactées, celles de Hearst, Kapuskasing, Cochrane, Iroquois Falls et Timmins. Cette démarche était considérée comme importante dans la mesure où ces regroupements servent à la promotion du secteur des affaires et pourraient par conséquent jouer un rôle-clé pour les francophones.

Un élément qui ressort clairement est «que les différences linguistiques en affaires ne sont pas importantes», ce qui signifie que les chambres de commerce ne se perçoivent aucune vocation linguistique ni n'ont aucun objectif dans ce sens.

On reconnaît partout que les francophones jouent un rôle actif, mais que ceux qui participent aux activités des chambres de commerce ne formulent aucune demande particulière. On veut plutôt s'intégrer à une communauté d'affaires qui opère généralement en anglais. Les services à la clientèle dans le domaine du commerce doivent être disponibles dans la langue du client, ce qui semble poser moins de problèmes chez les gens d'affaires francophones, «puisque ceux-ci sont bilingues». Puisque le bilinguisme est moins répandu chez les anglophones, ceux-ci ont des employé(e)s bilingues.

À Timmins, on déclare qu'il est difficile d'attirer les francophones à s'impliquer au niveau de la chambre de commerce locale. Ils ne semblent pas être intéressés selon les dires du président. Il pense qu'ils sont trop occupés à gérer leur entreprise.

4.24 Le secteur de l'éducation.

Voici un secteur clé tant au niveau de l'explication des faiblesses actuelles qu'à celui des solutions à envisager pour améliorer le rôle économique des francophones. On mentionne en effet souvent le besoin d'une sensibilisation par l'éducation; jusqu'à maintenant, il semble que dans les programmes économiques,

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les francophones ont toujours été moins attirés et par conséquent moins bien servis. On considérait dans une large mesure que ce genre de formation était davantage attrayant pour les anglophones, à qui l'on associait «une affinité naturelle» pour les affaires.

Il faut dire que la mise sur pied depuis les dernières années d'entités françaises au niveau secondaire a contribué à modifier quelque peu cette condition traditionnelle de déséquilibre. Avec le temps, les élèves francophones commencent à démontrer un intérêt certain pour les affaires et l'économie et commencent aussi à faire preuve d'une attitude plus positive face à leur potentiel.

La situation est moins favorable au niveau des écoles mixtes, à moins que, comme à Hearst, le pourcentage francophone soit nettement supérieur. Dans les autres institutions, Iroquois Falls et Cochrane, (et jusqu'à un certain point Smooth Rock Falls où l'entité est encore toute nouvelle)le niveau de services pour les francophones et leur taux de participation sont faibles. Bien qu'au niveau de toutes les écoles, on nous déclare que le bilinguisme des francophones soit important, on semble se servir davantage de cette tendance au niveau des écoles mixtes pour réduire le nombre de cours en français. Puisque l'on prend pour acquis qu'il est nécessaire pour un francophone de pouvoir fonctionner en anglais pour réussir, surtout en affaires, on utilise cette perception pour les former dans cette langue. On remarque par exemple à l'école secondaire d'Iroquois Falls que l'on offre un seul cours d'économie en français ainsi qu'un cours de commerce (dactylo). Ainsi donc un francophone d'Iroquois Falls qui veut poursuivre dans un domaine économique devra le faire en anglais. Etant formé dans cette langue, il sera donc beaucoup plus susceptible de poursuivre des études post-secondaires en anglais. On peut facilement comprendre alors son comportement une fois sur le marché du travail.

Nos démarches auprès des institutions d'enseignement nous ont amené à communiquer avec plusieurs représentants de chaque conseil scolaire et de chacune des écoles secondaires, ainsi que des repré-

sentants des deux institutions post-secondaires régionales, le Collège Northern et le Collège de Hearst. Mentionnons qu'au niveau des écoles secondaires, quelques interlocuteurs n'ont pas voulu que leur nom ni leur fonction ne soient mentionnés dans le rapport - pour des raisons que nous avons choisi de ne pas approfondir. Les renseignements que nous recherchions étaient dans les domaines suivants:

1. Les domaines d'intérêt académique majeur des étudiants.
2. Les différences entre anglophones et francophones et les changements depuis quelques années.
3. L'intérêt des francophones pour des programmes à caractère économique, en commerce ou en administration.

Bien que le fondement des réponses ait été relativement homogène à travers toutes les institutions secondaires de la région, on dénote tout de même des différences entre entités françaises et écoles mixtes telles que nous les avons identifiées précédemment, c'est-à-dire par exemple que l'accès est beaucoup plus facile dans les entités puisque les groupes n'ont pas à compétitionner pour les services et les ressources.

Une autre différence se retrouve au niveau de l'attitude des répondants et leur perception de celle des écoles. Il semble en effet que le «climat» soit nettement moins propice au changement dans un milieu comme celui d'Iroquois Falls. Si certaines responsabilités peuvent être attribuées à l'école elle-même (un répondant nous ayant déclaré qu'il n'y avait «aucune volonté de changement»), le Conseil lui-même semble extrêmement peu enclin à changer les modes de fonctionnement présents. Dans l'autre école de ce système par exemple - où l'on semble avoir une meilleure disposition à l'égard des services aux francophones - on nous indique que le manque de ressources destinées au commerce en général et aux francophones de ce secteur en particulier entrave la participation de ces derniers.

L'homogénéité des réponses dont nous parlions précédemment se

reflètent surtout au niveau des changements récents dans l'intérêt des étudiants francophones pour le commerce et les affaires. Alors que traditionnellement, on notait une préférence pour les sciences sociales et les cours de secrétariat pour les filles, aujourd'hui l'informatique et le commerce sont deux domaines de plus en plus importants.

Les attitudes les plus répandues sont qu'il n'existe plus de différences significatives entre élèves anglophones et francophones pour ce qui est des choix de carrière; que ces derniers commencent à se reconnaître des intérêts et des compétences qu'ils ne se connaissaient pas; que l'absolue nécessité de poursuivre sa formation économique ou commerciale est aussi évidente chez les francophones et enfin que le domaine des affaires n'est pas un domaine d'exclusivité pour les anglophones.

On reconnaît que les problèmes les plus considérables se retrouvent au niveau des ressources disponibles et des priorités de certains Conseils d'éducation. Dans plusieurs écoles, Iroquois Falls, Cochrane, les francophones n'ont pas de choix; dans d'autres, Smooth Rock Falls, celui-ci est encore restreint. Pour ce qui est de Timmins, le problème se retrouve beaucoup au niveau du comportement socio-linguistique des jeunes. Plusieurs répondants, tant de l'intérieur que de l'extérieur de l'école, nous ont déclaré être surpris de l'anglicisation des jeunes.

À Hearst, malgré le caractère mixte de l'école, la force du nombre favorise l'offre de programmes adéquats bien que la répartition linguistique des cours ne se fasse pas sur une base proportionnelle à la population, i.e. que le pourcentage de cours en anglais est plus élevé que celui de la population étudiante anglophone. Il demeure que les francophones ont un accès satisfaisant à tous les programmes scolaires et que le Conseil d'éducation et l'administration ont des attitudes plus innovatrices que la plupart des autres institutions, à l'exception peut-être de Cité des Jeunes à Kapuskasing, où l'unicité française de l'école permet une latitude plus grande.

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En général, il y a donc un énorme travail de sensibilisation à faire auprès de certaines écoles pour en arriver à modifier les attitudes et à faire prendre conscience des besoins spéciaux des francophones. Heureusement, il commence à exister dans certains milieux des exemples que des changements peuvent s'opérer sans pour autant ébranler les «fondements» du système et que l'on ne peut continuer à prendre pour acquis au niveau des autorités scolaires de certaines régions que ce n'est pas nécessaire d'offrir aux francophones des programmes en français puisqu'ils sont tous bilingues, certains donnant même l'impression de penser qu'il s'agit là d'un trait de naissance.

5. CONCLUSION ET RECOMMANDATIONS

Tel qu'il a été mentionné dans les premières pages de ce document, il serait irréaliste de croire qu'un sujet comme celui dont nous avons traité dans cette étude pourrait se résumer en quelques pages. De la même façon, la nature des recommandations à faire pourrait facilement prendre une envergure si considérable qu'elle rendrait difficile toute action directe et immédiate de la part de ceux qui auront à intervenir.

C'est pour cette raison que les pages qui suivent vont tenter non pas d'offrir des solutions-miracles qui règleraient tous les problèmes instantanément ou à court terme, mais plutôt de suggérer des domaines d'intervention ou des moyens qui à long terme auraient un effet d'entraînement dans les secteurs appropriés.

Mais avant de passer à cette étape, une synthèse des principales observations sera faite. Comme les pages précédentes l'ont indiqué, nous retrouvons à l'intérieur des communautés de la région une homogénéité assez remarquable des conditions de développement économique des francophones. On pourrait qualifier les différences en indiquant qu'elles relèvent beaucoup du type de domination économique que l'on y retrouve (p.e. présence d'une multinationale) que de tout autre facteur.

Dans le domaine de la participation économique active, les francophones jouent un rôle important au niveau de la petite entreprise ainsi que, dans la plus grande entreprise, aux échelons jusqu'à ceux de la moyenne gestion. On peut dire que les francophones en affaires démontrent autant de compétences que tout autre groupe pour ce qui est de la gestion et du contrôle de commerces et d'entreprises. Toutefois, leur participation diminue rapidement aux échelons supérieurs où on ne les retrouve que dans l'industrie du bois de sciage et du contreplaqué. Il semble exister dans les autres types d'activités industrielles, mines et pâtes et papier, un certain blocage au niveau de l'accession de francophones à des postes décisionnels. L'attitude

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semble encore exister que les francophones n'ont pas les compétences nécessaires pour cumuler ce type de fonctions dans ce genre d'industries. Cette perception est d'ailleurs partagée par plusieurs de nos répondants chez qui on pense intuitivement de cette façon.

Ce qui a résulté de cette attitude chez les francophones est l'acceptation de la nécessité de fonctionner en anglais pour pouvoir réussir en affaires (ou dans d'autres domaines), même à compétence égale. Et malgré le fort pourcentage de la population de langue française dans toutes les communautés, aucun répondant ne semble penser que le bilinguisme est nécessaire chez les entrepreneurs anglophones. Ainsi donc, alors que les propriétaires d'entreprises francophones considèrent qu'il est important de desservir la clientèle dans sa langue, c'est la clientèle qui s'adresse à l'entrepreneur anglophone dans la langue de ce dernier. Même si cette attitude est présente partout, elle apparaît encore plus clairement à Iroquois Falls, Smooth Rock Falls ou Kapuskasing où le pouvoir se définit très clairement en terme de la langue qu'il parle.

Une conséquence de cette acceptation des francophones de l'usage de l'anglais est le peu de revendications de leur part pour des services de consultation professionnelle ou administrative en français. La disponibilité de ces services en est donc grandement affectée à la fois au niveau des services parlés et du matériel écrit. Plutôt que de gaspiller ses énergies à chercher du matériel en français, ou du personnel consultant, on se contente de les utiliser en anglais. Une conversation avec la représentante de la Banque Fédérale de Développement à Timmins nous a d'ailleurs confirmé ces points. De plus, même si les services sont disponibles en français, la plupart ne les demande pas, si ce n'est à Hearst où l'on préfère des sessions d'information en français. Elle considère que la faiblesse de la formation en français des gens d'affaires francophones en est une des raisons majeures. On se sent plus confortables, techniquement et/ou mentalement, en anglais.

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Pour ce qui est du taux de participation des francophones aux organismes et associations professionnelles, il est modeste. Selon certains de nos interlocuteurs, on pense que ce phénomène est causé par la perception que la plupart des petits entrepreneurs francophones se font des groupes comme les Chambres de commerce. Selon eux, les francophones considèrent que le contrôle y est toujours assumé par l'élément anglophone. Les gens d'affaires de langue française n'ayant généralement pas une attitude revendicatrice, on préfère fonctionner individuellement. On peut d'ailleurs faire un parallèle avec la situation dans tous les autres domaines de représentation publique, où la participation francophone est toujours modeste. Le problème est particulièrement évident au niveau des agences et des commissions où les postes sont remplis par nomination plutôt que par élection. On pense par exemple aux commissions régionales, Conseil de Santé de district, Unité Sanitaire, Conseil du bien-être du district, Conseil d'administration des maisons pour personnes âgées, etc..., où la représentation n'est certes pas équivalente aux proportions de population. C'est d'ailleurs ce qui en amène plusieurs à suggérer l'introduction de mécanismes de représentation garantie, principalement au niveau des organismes qui sont directement impliqués dans la formulation de politiques et de stratégies régionales.

Il faut toutefois noter qu'il n'existe pas dans le domaine économique un véritable mécanisme de concertation. Certes, l'on retrouve certains forums qui se regroupent principalement par l'entremise des gouvernements locaux de la région et qui prennent la forme d'association de municipalités dont l'agenda inclus occasionnellement des sujets à caractère économique (NEOMA, FONOM, ACTION GROUP). Par contre ces groupes ont un caractère beaucoup trop temporaire dans leur composition et une approche trop sectorielle pour être en mesure de planifier à long terme et pour se préoccuper des particularités de chacun des groupes régionaux. Il faudrait donc établir dans la région une structure d'intervention formelle et permanente qui permettrait la canalisation des

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énergies et garantirait la participation égalitaire non seulement des divers secteurs d'activités mais aussi des groupes linguistiques. Il existe d'ailleurs dans le nord-ouest québécois un Conseil régional de développement qui pourrait nous fournir un modèle de fonctionnement adéquat.

Un dernier point concerne les faiblesses sérieuses du système d'éducation et de formation dans la région. Notre enquête auprès des écoles secondaires de la région a démontré clairement que les cours dans les domaines de l'économie, du commerce et des affaires sont beaucoup moins disponibles aux étudiants francophones - particulièrement dans les écoles mixtes. Il devient donc très difficile pour un francophone de fonctionner en affaires en français une fois ses études terminées.

On a souvent tenté d'expliquer les lacunes dans les programmes en français à l'insuffisance de matériel adéquat dans cette langue. Mais lorsque l'on examine la situation dans certaines écoles unilingues comme Cité des Jeunes où les programmes en français sont meilleurs, on ne peut que douter de la validité de l'argument.

On nous a aussi répondu que les francophones ont toujours été moins attirés par les programmes commerciaux et d'affaires. Nous avons découvert que ceci est vrai seulement dans la mesure où l'accès à une formation adéquate est limité. Lorsque les services sont disponibles, ils ont démontré être aussi enclins et aussi capables.

En conclusion, même si le syndrôme du bilinguisme nécessaire chez les francophones est toujours omniprésent, on commence tout de même à noter chez les jeunes un changement d'attitude que le milieu scolaire pourrait accélérer. Il faut provoquer et encourager ce secteur à être plus dynamique et à assumer ses responsabilités qu'il a trop longtemps laissées de côté.

Recommandations

Connaissant maintenant l'ampleur et la nature plus exacte des

conditions actuelles de fonctionnement économique des francophones du district de Cochrane, il est important, mais en même temps difficile, de s'en tenir à des recommandations réalistes et réalisables.

Nous avons donc choisi de nous en tenir à recommander des actions à deux groupes, les conseils régionaux de l'ACFO qui ont proposé l'étude et le gouvernement provincial par l'intermédiaire de la Commission d'Enquête sur l'Environnement du Nord qui l'a financé. Il faut remarquer que la nature de nos recommandations à chacun de ces groupes est proportionnelle à leurs moyens respectifs. Puisque les changements les plus drastiques pourraient être initiés par la province, nous avons décidé de leur diriger les recommandations.

1. La première recommandation est à caractère correctif et vise à solutionner les problèmes auxquels ont à faire face les individus déjà en affaires. Nous recommandons que:

   A. des efforts plus soutenus soient entrepris pour rendre disponibles services et documentation en français, incluant documentation légale, consultation, assistance technique ainsi que tout renseignement pour se lancer en affaires (et le rester). Une telle mesure implique qu'il faudra faire plus que de répondre à la demande dans la mesure où cette dernière ne correspond pas aux besoins.

   B. la province de l'Ontario soit plus attentive aux besoins des francophones par la provision de mécanismes de représentation garantie, particulièrement sur les agences et commissions disposant de pouvoirs décisionnels ou consultatifs importants.

   C. la province de l'Ontario mette sur pied une commission permanente de développement économique régionale, basée sur le modèle québécois des Conseils Régionaux de Développement dont la composition serait proportionnelle à la population et représentative des activités et de la géographie de la région, et dont le mandat serait de formuler des objectifs et des priorités afin de s'assurer que chaque groupe contribue et bénéficie d'un meilleur développement et d'une plus grande auto-suffisance de la région du Nord.

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2. La deuxième recommandation a un caractère préventif et un impact positif à long terme. Elle concerne la nécessité d'adapter notre système d'éducation pour que celui-ci desserve mieux qu'il ne l'a fait jusqu'à maintenant les besoins particuliers des franco-ontariens.

Bien que l'étude a démontré sans le moindre doute la supériorité des entités de langue française sur le système mixte pour ce qui est de donner un enseignement adéquat aux francophones, nous recommandons que d'ici à ce que cette formule soit appliquée partout:

a) plus d'efforts soient consacrés à la préparation de matériel didactique en français dans les domaines de l'économie et du commerce.

b) qu'un programme d'études approprié soit offert dans toutes les écoles, incluant les écoles mixtes, afin que les francophones aient un accès garanti à des programmes d'études complets dans leur langue.

c) que le ministère de l'Education soit prêt à prendre les mesures qui s'imposent auprès des Conseils d'éducation afin de s'assurer que ceux-ci prennent les décisions nécessaires pour la mise en place des programmes d'études nécessaires aux francophones.

Les recommandations qui concernent les Conseils régionaux de l'ACFO ont deux objectifs; 1) de poursuivre la collecte et la mise à jour des renseignements, particulièrement dans le milieu scolaire et 2) de favoriser l'action par un suivi constant des dossiers et des intervenants économiques. Il est certain qu'il faudra du temps et beaucoup pour en arriver à changer les comportements et les attitudes et à corriger les situations qui ont de profondes racines historiques. Nous recommandons donc que les actions les plus immédiates se fassent auprès de la nouvelle génération.

1) Qu'un inventaire détaillé des programmes et des cours disponibles au niveau secondaire et post-secondaire de la région soit effectué par chacun des conseils régionaux afin d'être en mesure d'identifier avec précision les lacunes au niveau des services en français; et que l'on entreprenne conséquemment une campagne de sensibilisation auprès des divers intervenants du milieu scolaire, incluant les jeunes eux-mêmes.

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Au niveau des gens d'affaires, nous recommandons

2) que des pressions et des efforts soient faits pour améliorer la qualité des services en français provenant principalement d'agences gouvernementales et que l'on prenne les moyens pour s'assurer que l'on connaisse l'existence de ces services au niveau de l'entreprise .

3) Que l'on favorise l'éducation populaire et la sensibilisation par la tenue de sessions d'information économique et/ou par la diffusion d'informations à des individus ou des groupes spécifiques.

4) Que l'on envisage la possibilité de mettre conjointement sur pied (au niveau des trois régions et plus) un service d'assistance pour les gens d'affaires intéressés à franciser leur entreprise et que l'on publicise l'existence de ce service.

5) Que dans la mesure où la chose est possible, qu'à chaque année, les trois conseils régionaux du district de Cochrane entreprennent un projet de sensibilisation économique conjoint qui pourrait prendre diverses formes, par exemple conférences, sessions de travail publiques, campagnes d'information ou de publicité, sessions de formation, etc...

En conclusion, les efforts des conseils régionaux devront s'orienter vers des actions parfois modestes, mais qui se placeront à l'intérieur d'une stratégie à long terme qui amènera des résultats progressifs. Le fait que les conseils aient pris l'initiative dont vous venez de lire les résultats constitue un premier pas dans la bonne direction. Mais il ne sera pas facile de changer 50 ou 60 ans d'apprentissage et de conditionnement au niveau de la francophonie régionale. Il faudra du temps et beaucoup d'efforts.

ANNEXE 1

PRESENTATION TO THE COCHRANE HEARINGS OF THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

by

Les Conseils régionaux de Cochrane/Iroquois Falls, Timmins et du Grand Nord de l'Association canadienne-française de l'Ontario.

PREAMBLE

The franco-ontarian population of Northern Ontario represents an important component of the regional demography. Established in some cases over a hundred years ago, this group has contributed greatly to the colonization and the development of the region.

But interestingly enough, little is known about their current level of participation in development. What position do they occupy and how has this position changed over the years? What is their perception of this role and how do they adapt to surrounding conditions? In turn, these questions lead to an interrogation about the impact of development on franco-ontarians themselves. Have there been negative consequences? Has it affected for instance their self-image or the quality of their language? Have they reaped as much benefit from northern development as they have invested? These are the types of questions that motivated our three regional councils to initiate a study of the francophone view point with regard to the development of the northern environment.

While the study was not intended to provide answers to all these questions, our objective was to produce a document outlining some components of the francophone image and of its representations. The approach was qualitative and perceptual

in the sense that we decided to tackle the question on the basis of opinions expressed by residents of the area during formal and informal consultations.

We also established certain working assumptions. One of them was that franco-ontarians did not seem to gain as much, as a group, from the impact of economic development. It seems to be particularly the case in the areas of language and culture.

Another assumption was the fact that francophones played, willingly or not, a much less active role than their numerical importance would lead one to believe. In other words, while they were a majority in many communities, they acted and were perceived as a minority.

A third is the fact that francophones do not have equal access to all key decision-making positions. In the economic field for instance, control was essentially inaccessible. In the areas of politics, it was difficult.

A final assumption was that the causes of the current state of francophones was mostly due to external factors, i.e. that their attitude with regard to their role originated from the conditions within which they lived, in other words that their social behavior was not so much hereditary as it was environmental.

In order to verify some of our assumptions, we established a method of collecting opinions and recommendations from the franco-ontarian population. The approach was two fold: 1) we identified key sectors of activity and listed contacts to

be made within the various communities; 2) we scheduled public meetings in Timmins, Iroquois Falls, Cochrane and Kapuskasing with the intention of providing to the population at large a forum to express views.

While the attendance at public meetings was limited, we were able to reach a substantial number of people through interviews. As we had expected, the results were fairly homogeneous throughout the study area. The following constitutes a summary of the major findings.

1. In the area of active economic participation, francophones play a major role at the small business level. Throughout the area, we can say that they can show as much entrepreneurial skills as any others group when it comes to ownership of stores and small commercial operations.

2. As we move up the scale, their participation decreases rapidly. Among the major industrial activities, lumber is the only one where we find an important level of involvement. But lumber is only the third largest activity after mining and pulp and paper where their presence is rather limited at the upper echelons.

3. The availability of professional services in french in the economic and financial sectors is deficient, particularly in the areas of written material. Consequently, unless they are prepared to spend time and money searching for French material (e.g. incorporation, loan applications, etc...), they have to use that available in English. The saying that English is the language of business is certainly true for Ontario.

4. As a result of this necessity to operate in English, it seems to have become increasingly accepted and acceptable to francophones. This has led, with time, to a decrease in the level of requests for French services and, as a consequence, to a further decrease in the already low availability of services. Indeed, many offer the low demand as a justification for not offering services in French.

5. French-speaking respondents generally indicated that francophones had as good a chance to succeed in business as any other individual - providing that they were able to speak English. Despite the strong percentage of French-speaking population in the area, very few thought bilingualism was necessary for English speaking entrepreneurs. The reason given was that francophones can all get by in English.

   Those results were true for all communities, even for those like Hearst, where a vast majority of residents are franco-ontarians. It remains however that the situation is much more serious in communities characterized by the presence of a large employer such as a pulp and paper mill, where "power" is clearly defined in terms of the language it speaks (e.g. Iroquois Falls, Smooth Rock Falls and Kapuskasing).

6. As far as the rate of participation of francophones in professional groups and associations is concerned, they seem to prefer staying away. According to some active members of the business community to whom we talked, this might be caused by their perception of the nature of groups

such as the Chamber of Commerce, where control has traditionally been assumed by English-speaking members.

This observation relates as well to the situation in other areas of interest, where francophone representation has always been very moderate. If we look for instance at the composition of most boards of public agencies, representation is certainly not proportional to the population distribution.

We therefore find in the business communities the same pattern repeated. It could be argued that franco-ontarians have a social behavior that makes their involvement more difficult, especially since the guaranteed representation approach is lacking.

7. In the field of education and training, the level of services in French shows considerable deficiencies. Our survey of the region's high schools has clearly indicated that courses pertaining to economic, business or commercial streams were substantially less available to French-speaking pupils. This was particularly the case in mixed high schools were the majority of those courses were offered only in English.

It is therefore very difficult to expect a francophone graduating in commerce or business to be able to operate in French. We were offered as an explanation by many whom we interviewed at program levels that a shortage of material (e.g. books) in French was a major reason for the predominance of English courses.

However, the situation was much better in totally French schools such as Cité des Jeunes in Kapuskasing, which in fact proved that French students were just as inclined to take courses in business and commerce as their English counterparts.

One of the points we had indeed tried to clarify in our survey was the fact that it is often said francophones are not "attracted" to financial subjects at school, which would account for their lower level of active participation in later years. We found it to be true to the extent that accessibility to an adequate formation is much more limited. But when the facilities are available, they prove to be as interested and certainly as capable as anyone else.

While this may seem to state the obvious, it was certainly the case with some interviewees in large corporations who said with different words, that the low rate of francophone participation at high echelons was due to their deficient formal training and their apparent lack of motivation to accede to these postings.

The complete report which appears as an annex to this document presents a fuller discussion of the methodology, results and analysis.

The following recommendations which are excerpts from those included in the full report are those pertaining directly to the commission and the provincial government.

1. The first recommendation is corrective in nature and aims at solving the current problems faced by those already active in the business community. The above summary of the problems indicates that the provincial government could play a more active role in encouraging the participation of an active francophone business community in the North. To this end, we recommend:

   a) that more effort be put into making available services and materials in French, including legal documents, professional advice, technical assistance and the information necessary to establish a business.

      This will require doing more than answering current demands as we have shown that this demand will not correspond to needs.

   b) that the province be more responsive to francophone needs by providing certain mechanisms of guaranteed representation especially on boards and commissions that have strong advisory and decision making powers.

   c) that the province establish a community based economic development commission, modeled on Quebec's "Conseil régional de développement", where representation would be proportional to the population and whose mandate would be to determine development objectives and priorities in order to allow every group to contribute to increased northern self-sufficiency.

2. The second recommendation is preventive and, as such, has a special significance for the long term. It deals with the necessity of adapting our educational system to respond more adequately than it has done so far to the special needs of franco-ontarians.

   While we remain convinced that the most reasonable solution lies in the creation of French entities in every community and that this has been amply proven by the results of existing facilities (e.g. Cité des Jeunes, Thériault), we recommend that:

a) more emphasis be placed on developing appropriate school material in French in the economic and commerce subject areas.

b) an adequate curriculum be offered in all schools (including those remaining "mixed" schools) so that French students have an equal opportunity to take full programs in their own language. This is currently not the case and, in some instances, could even be considered irresponsible (ex.: Iroquois Falls where only one course in Economy in French is offered).

c) the province be prepared to insure the provision of adequate services to francophones by monitoring more closely the decisions of school boards with regard to programs.

While we would have many more suggestions to make for improving life in Northern Ontario in general and its French-speaking population in particular, we think that the previous recommendations constitute a valid initial work agenda for our provincial government.

ANNEXE 2

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and Development Institute
C.P. 580
HEARST, Ontario
P0L 1N0

Attention: Ms. Kathryn Fournier - Research Officer

Dear Ms. Fournier:

REFERENCE: YOUR LETTER & QUESTIONNAIRE OF NOV. 15/82

The replies to your questions are in the same order as they appear.

1. It is somewhat difficult to arrive at the exact numbers as to what the split might be between Francophones, Anglophones or any other ethnic group, however our best estimate is Francophones 45%, Anglophones 50%, Other 5%.

As to the second part of your question, this does not set or indicate any type of trend, the above quoted figures change from year to year depending on the number of new employees hired.

It should also be noted that the three groups mentioned above are employed throughout the plant and occupy positions from Senior Management to Labourer.

2. The Company does not have a policy. As you are aware under the Human Rights Act, it is not permissable to hire future employees based on the language or languages they may speak or may not speak.

3. No demands have been made.

4. No demands have been made.

5. Employees are free to communicate with each other or with their supervisor in the language they prefer.

.../2

6. This is most difficult to answer, however the diminish of the quality of the French language at home would depend on how much it is used at home. We should remember the employee spends more of his working life at home or with his family. In most cases, conversation in the workplace is limited and restricted to the operation.

7. It is not the language factor that determines the individual's achievements in the workplace or in the community; this is based on many factors (e.g. his willingness to achieve, his performance, education, etc.).

8. This is strictly up to the individuals concerned; both Francophones and other groups, those who wish to participate can do so, as there are many challenging opportunities which exist. To improve on this for any of the groups may require the interested individuals to come out and participate.

Yours truly,

J. W. Coulombe
Divisional Superintendent
Industrial Relations (Mill & Woods)

JWC/1

Kidd Creek Mines Ltd.
B-2002, Timmins, Ontario P4N 7K1
Metallurgical Site (705) 235-8121

November 23, 1982

Mrs. Kathryn Fournier
Research Officer
Nordinord
C.P. 580
Hearst, Ontario
P0L 1N0

Dear Mrs. Fournier:

We wish to acknowledge receipt of the questionnaire on the economic participation of Francophones in Northeastern Ontario.

The statistical information requested is not available simply because we do not maintain such statistics. At this time, we do not believe that we could objectively answer the survey.

Thank you for considering our company as part of your survey.

Yours truly,

John P. Pappone
Superintendent
Employee Relations

JPP/pg

Spruce Falls Power and Paper Company, Limited
HEAD OFFICE
P. O. BOX 100 • KAPUSKASING, ONTARIO, CANADA, P5N 2Y2 • TELEPHONE 705-335-2311

ADDRESS REPLY TO THE COMPANY
ATTENTION OF:

November 24, 1982

Ms. Kathryn Fournier
Research Officer
Nordinord
P.O. Box 580
Hearst, Ontario
POL 1NO

Dear Ms. Fournier:

We have received your letter of November 15, 1982 with the attached questionnaire and find some of your questions rather hypothetical and thus difficult to answer directly while others would require a fair amount of research if we were to provide an accurate answer.

We feel the fairest way to answer your question is to advise you that our policy on Human Rights in Employment specifically prohibits any form of discrimination based on race, color, sex, age, religion or national origins and we strictly adhere to this policy.

Yours very truly,

Stan B. Gouldsborough
Supt. of Employee Services
and Communications

SBG/ml

HS
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MAR 0 1 1983

Ontario Paper Company
25 Cedar St. North
Timmins, Ontario
P4N 6H8

February 28, 1983

Royal Commission on the Northern Environment
261 Third Avenue
Timmins, Ontario
P4N 1E2

Attention: Ms. R. Burkholder-Sr. Information Officer

Dear Ms. Burkholder:

The Ontario Paper Company (A division of Q.N.S. Paper Company Limited) wishes to take this opportunity to comment upon the document entitled "Economic Future of the Forest Product's Industry in Northern Ontario."

As stated in the publication, a portion of the Ontario Paper Company Order In Council Licence area spans the 50th parallel. Because of this, we are well aware of the sensitivity of the land relative to timber production, wildlife habitat and operating costs due to extremes of climate and terrain.

The past practices of the forest industry, as well as the mining industry, are simply that, past practices. The reasons for those activities are varied and range from political influence to apathy, but it cannot be considered productive to point fingers at this point in time. The future is what is important now and it is our position that with the advent of Forest Management Agreements and better comprehension of long term effects of forest activities, the forest of Ontario will have never had it so good.

Ontario Paper Company shares the opinion of the Ontario Forest Industries Association whereby the forest industry is the single most important industrial sector in the nation. The industry manufactures $22 billion worth of products each year, earns more net foreign exchange than all other industrial sectors in Canada, and employs, directly or indirectly, one out of every ten working Canadians.

We propose to allow the forest crop to be harvested at maturity, let the land regain its wilderness aspect, and then let it be principally used for recreation of all kinds, including wilderness, for the next rotation. By that time, the new crop will be mature, ready for harvest, and the whole cycle will repeat itself.

.../2

P.O. Box 1040
Allanburg Road,
Thorold, Ontario,
Canada, L2V 3Z5.
(416) 227-1121
Telex: 061-5110
A division of Q.N.S. Paper Company Limited

CONTAINS
RECYCLED
DE-INKED
FIBRE

Over a period of time, the sequential multiple-use of the limited productive forest land base in Ontario would not only provide increased opportunities for all future generations, but would ensure:

1. Employment and economic opportunities for the Indian people living throughout Northern Ontario.

2. Further development of the conventional tourist industry.

3. Increased yields of both fur and game.

4. Increased access for expanded sport fishing and hunting.

5. Increased recreational opportunities of every description for the people of Ontario.

6. Optimum development of Ontario's mining and forest industries leading to maximum employment opportunities in both Northern and Southern regions.

The view of multiple use management of the forest resource is supported by the Prospectors and Developers Association which stated December 7th, 1982 "We feel that no special interest group should have exclusive access to large blocks of Crown lands".

The Ontario Federation of Anglers and Hunters "believes in the multiple use and protection of Ontario's wonderful natural resources. Taking much of the Province and prohibiting sensible use does not sit well with its members."

The Ontario Paper Company also wishes to caution the Commission about accepting statements made in special interest group presentations at face value.

A review of one such document "Northern Ontario Decision Making" relevant to N. E. Ontario (Cochrane area) and the subsequent oral presentation contained numerous inaccuracies, and misrepresentations of facts. For example, in the C.T.O.A. (Cochrane Tourist Outfitters Assocation) presentation, a statement is made "roads built without legal approval" which is a direct reference to Ontario Paper Company activities in this area. This statement is completely unfounded. Ontario Paper does not, nor has not, engaged in road construction without sanction from the MNR. Consultation with the Cochrane District M.N.R. will substantiate our statement.

Page 3 of the C.T.O.A. submission refers to the logging companies as "like a bunch of army ants crawling North, destroying everything in their path...."no respect for the land"..."misuse it while they're cutting it over".

This paragraph is not only an exagerated, emotional statement, but also a complete misrepresentation of facts and attitudes. Not only Ontario Paper, but the forest industry as a whole would take exception to this accusation. The Tourist Outfitters also admit in this same statement their acknowledgement of forest industry activities. Rather than adjusting their marketing strategy away from guaranteeing wilderness isolation, it appears they persisted in burying their foresight in the sand and only complaining when the forest industry activity threatened their marketing method. It is doubtful if the Tourist Outfitting Industry will go out of business if the Outfitters level with their clients, operate in bypassed, regenerated areas while conducting

their activities within the bounds of the Provincial and Federal statutes.

It is suggested that the Commission make a serious effort to validate the claims and charges made in presentations.

Failure to do so might cause the Commission to develop recommendations which are based upon misinformation and negate the entire process which has involved considerable expense and time on the part of individuals and the government.

It has been noted that considerable criticism has been heaped upon the Forest Industry and the Ministry of Natural Resources, particularly in the C.T.O.A. submission dealing with the Land Use Plans and the Environmental Assessment Act.

The MNR is composed of a group of professionals charges with an enormous responsibility for managing or overseeing activities on the public resources. Decisions made by the MNR in Land Use Plans are made for the benefit of the Province and not provide an exclusive right to any one user group. Contrary to popular opinion, the forest industry does not enjoy exclusive use to public lands nor any definite right of tenure. Ontario Paper's proposed F.M.A. tenure will be based upon adequate performance of harvesting, and regeneration activities reviewed at five year intervals. It does not constitute a 20 year lease by any means.

For any user group to claim discrimination is totally unjust and decisions which may not be favourable to a particular group could possibly be attributed to sour grapes or perhaps a demonstrated lack of responsibility for the public resource in the past. Groups which call for added teeth to be put in such legislation as the Environmental Assessment Act, may well find that the teeth bite not only those for whom it was originally intended, but themselves as well.

The Commission is urged to carefully consider all the submissions made to them and investigate the facts behind statements made or quoted in presentation.

Ontario Paper Company does not bear animosity for any user group and desires to allow the MNR to arbitrate disputes of any nature between user groups for the benefit of the Province.

In summary, it is felt by Ontario Paper Company that all public interest may be accomodated in a multiple use concept for managing the forest resource. While various groups within the population, particularly in the 50th parallel area, have a right to express their views, they should not have any more influence than the next group particularly where it involves an industry which employs in some way 10 percent of the Canadian work force.

The advent of Forest Management Agreements and the controls of the Environmental Assessment Act, provide sufficient constraints and incentives for the forest

industry to manage the forest, and its affairs, in a manner never seen in Ontario before and accomodate other user needs in a reasonable manner as well.

Yours truly,

ONTARIO PAPER COMPANY
A division of Q.N.S. Paper Co. Ltd.

G. A. MacMillan
General Superintendent
Northern Ontario Limits & Wood Purchases

L. W. Bennett/cb

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STATEMENT
AND
POSITIONS
OF THE
CENTRAL REGION PROJECT DEVELOPMENT AREA
OF THE
NISHNAWBE-ASKI NATION

TO THE
ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT
REGARDING
ITS
HEARING PROCESSES
AS IT PERTAINS
TO THE SUBJECT MATTERS
OF ITS INQUIRY

NOVEMBER 23, 1982.

Mr. Commissioner, Ladies and Gentlemen of this assembly.

We, the Aboriginal inhabitants of this northland, come here to make direct statements to the Royal Commission on the Northern Environment which contain specific positions that we see as necessary in order that this commission can successfully fulfil its inquiries and its mandate.

Lengthy story telling will not get us anywhere so what is needed is action and if the Royal Commission on the Northern Environment is equally serious, it will act on our positions for the sake of the whole north.

INTRODUCTION

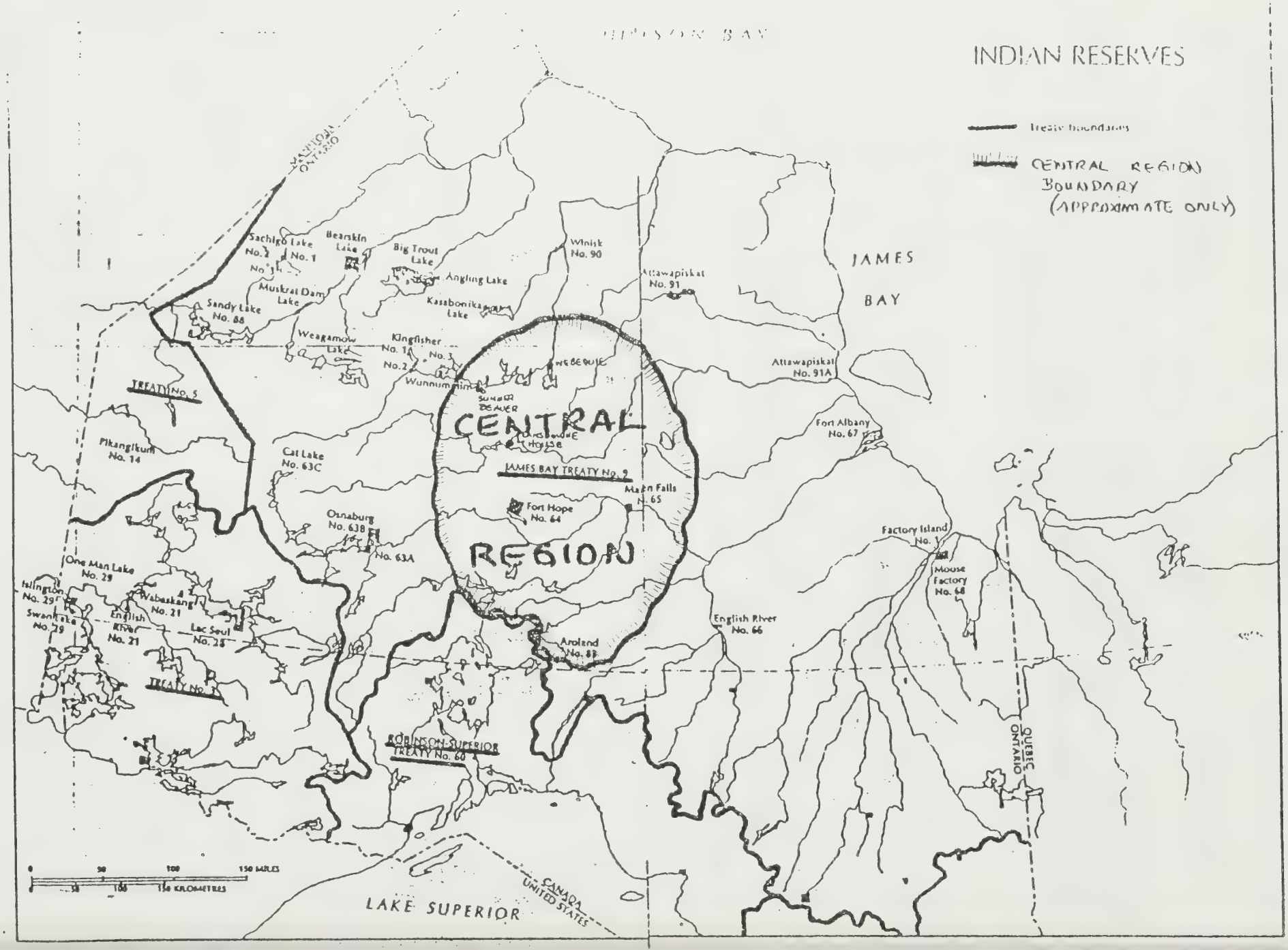
The Central Region Project Development Area of the Nishnawbe-Aski Nation encompasses the following communities:

W - Webequie
O - Ogoki
L - Lansdowne House
F - Fort Hope
S - Summer Beaver
A - Aroland

It is referred to as the Central Region because it is geographically located in the centre of the Nishnawbe-Aski territory, formerly known as the Treaty No. 9 area.

The following map shows the location of the Central Region.

- ATTACHED -


INDIAN RESERVES
Treaty boundaries
CENTRAL REGION BOUNDARY (APPROXIMATE ONLY)
CENTRAL REGION
JAMES BAY
HUDSON BAY
MANITOBA
ONTARIO
QUEBEC
Sachigo Lake No. 2
No. 1
No. 3
Beaverskin Lake
Big Trout Lake
Angling Lake
Kasabonika Lake
Winisk No. 90
Attawapiskat No. 91
Attawapiskat No. 91A
Muskrat Dam Lake
Sandy Lake No. 88
Weagamow Lake
Kingfisher No. 1
No. 2
No. 3
Wunnumin Lake
WE BE QUE
SUMMER BEAVER
Cat Lake No. 63C
Pikangikum No. 14
TREATY No. 5
JAMES BAY TREATY No. 9
Fort Hope No. 64
Main Falls No. 65
Fort Albany No. 67
Osnaburg No. 63B
No. 63A
Factory Island No. 1
Mouse Factory No. 68
One Man Lake No. 29
Islington No. 29
Swan Lake No. 29
Wabaskang No. 21
English River No. 21
Lac Seul No. 28
Aroland No. 83
English River No. 66
TREATY No. 9
ROBINSON-SUPERIOR TREATY No. 60
LAKE SUPERIOR
CANADA
UNITED STATES
50 100 150 MILES
50 100 150 KILOMETRES

CONCERNS AND CONSIDERATIONS

1.) The Ontario government created the Royal Commission on the Northern Environment to investigate serious concerns and issues and upon conclusion to make recommendations but it appears the Ontario government is totally disregarding its decision because it's going ahead in deciding and finalizing plans like the strategic land use planning before its own Commission is finished.

2.) The constitutional conference being planned will deal with the crucial issues of native rights which will translate to land claim matters but again the Ontario government is ignoring this important step or process which should be a priority in the overall land use planning.

3.) The informal hearing process being undertaking by the Royal Commission on the Northern Environment will obviously fail to properly and seriously investigate the present decision making processes especially in the area of natural resource allocation, use and management which we see could only be done through the process of formal hearings.

4.) The treaty signed in 1905 agreed that the aboriginal peoples will continue to hunt, fish and trap as they have traditionally done for their subsistence, however, these rights are gradually being undermined and broken by one of its signatories, the Ontario government, who without our consent are implementing plans which will restrict, control and regulate that very subsistence and means of survival.

5.) The communities of the Central Region PDA have not responded to the Ministry of Natural Resources's public participation process into their land use planning exercises because we are not recognized by the Ontario government as equal partners and owners over the decision making of the natural resource allocation, uses and management. Instead the Ontario government, through its Ministry of Natural Resources insists on being a foreign government which is claiming jurisdiction over our Nishnawbe-Aski territory.

6.) The Central Region PDA has only just recently acquired funds from the Royal Commission on the Northern Environment and has barely commenced its research to prepare a submission addressing issues and concerns of the Commission's subject matters of inquiry. The Royal Commission on the Northern Environment on the other hand has been working on its mandate for the last five years.

7.) The people of the Central Region place absolute dependence on the land which is vital to our continued existence and survival. This reaffirms that our aboriginal rights have priority over everything else.

FACTS AND INFORMATION

1.) The Royal Commission on the Northern Environment has indicated that it will conclude its work by the end of March 1983.

2.) The Ministry of Natural Resources have announced that their strategic land use planning for the north will be concluded by the end of December 1982. This naturally means the Ontario government will ratify the selected plans as policy and will begin their implementation.

3.) The new Canadian constitution partiated in April 1982 agreed that a conference will be held within one year with native peoples to discuss matters and issues such as native rights. This conference is scheduled to be held in March 1983.

4.) The Nishnawbe-Aski, to which the Central Region is a part of, made a declaration in 1977 of our sovereignty and nationhood as aboriginal peoples with self determinations to control our own destiny in our own lands.

5.) The James Bay Treaty No. 9 was signed in 1905 between the governments of Canada, Ontario and the aboriginal peoples as equal signatories.

STATEMENTS AND POSITIONS

We, the Central Region PDA Communities hereby make the following statements and positions to the Royal Commission on the Northern Environment for further action and pursual under the powers of its mandate and in light of their importance to what we feel would lead to a successful conclusion of the Commission's inquiries.

1. that the Central Region PDA rejects and does not recognize the Ministry of Natural Resource's strategic land use planning processes because it excludes to recognize the fair and equal allocation, use and management of the area's natural resources.

2. that the Royal Commission on the Northern Environment immediately request the Government of Ontario to withhold its decisions on the strategic land use plans pending the outcome and finalization of the following:

   a) the First Ministerial Conference over native rights and issues

   b) the conclusion and recommendations of the Royal Commission on the Northern Environment

   c) the completion of a Central Region assessment of the strategic land use plans

3. that the Royal Commission on the Northern Environment request an extension to its concluding timeframe pending the completion of 2 (a) (b) (c) above.

4. that the Royal Commission on the Northern Environment provide the Central Region PDA with adequate financial resources and time to complete its present studies and to be able to undertake further research and preparation into the subject matters of its inquiries.

5. that the Royal Commission on the Northern Environment conduct formal hearings in its process of inquiry so that it can properly investigate the decision making processes. This is recognized as being very important and necessary due to the fact the Commission itself is an example of a process not being taken serious or followed. This does not mean to say that informal hearings should not be conducted because not all issues will deal with the decision making process. Also, the Central Region PDA has no guarantee its wishes will be accepted or used, let alone recognized if only an informal hearing process is being used.

CONCLUSION

The people of Central Region look upon the Royal Commission on the Northern Environment as an important vehicle or mechanism through which mutual goals and aspirations can be realized for the long term equal benefit and progress of the Nishnawbe-Aski/ Ontario north.

This stance is the same as you have already heard from the other submitters, namely the TOWN of Sioux Lookout, the Chamber of Commerce, Summer Beaver Settlement Council and others.

Thank you.

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ONTARIO ENERGY CORPORATION

SUBMISSION TO

THE ROYAL COMMISSION ON

THE NORTHERN ENVIRONMENT

March 1983

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1.0 INTRODUCTION

This submission to the Royal Commission on the Northern Environment is intended to provide the Commission and people north of 50° with a better understanding of the role and activities of the Ontario Energy Corporation (OEC), especially as they relate to northern Ontario.

The first part of the submission will acquaint the Commission with the OEC. The background and organization of the Corporation will be reviewed along with its role in the development of energy supplies for Ontario.

The second part of the submission will review the OEC's relationship to government policy and regulatory functions. The relationship of the OEC to the Ministries of Energy, Environment, and Natural Resources as they involve OEC investments in the north will be discussed.

The third part of the submission will deal directly with current OEC investments and initiatives which are of particular relevance to the north. These projects currently range from conventional oil, gas, and mineral exploration to investments in alternative and renewable energy sources. The current status of these projects as well as their potential for expansion in the north will be presented. In addition, this section will attempt to give the Commission a sense of the scope and direction of possible future activity in the north.

The final part of the submission provides some observations regarding the planning process in northern Ontario.

For your information, a copy of the Corporation's 1982 Annual Report is also included.

2.0 THE ONTARIO ENERGY CORPORATION

2.1 Background

The Ontario Energy Corporation is an energy company owned by the province of Ontario and is linked to the government through the Minister of Energy who is the sole shareholder. The Corporation was established in 1975 as the energy investment vehicle for the province to invest in Canadian energy projects that will improve the availability of energy in Ontario. OEC was formed in response to the 1973 energy crisis and has since evolved into an active equity investor working on behalf of Ontario to directly support government energy initiatives through business activity.

Together with the private sector, the Corporation invests in many areas of energy development. Policy direction is provided by the Minister of Energy, and the Corporation operates under the Business Corporations Act of Ontario with an independent Board of Directors which is responsible for the Corporation's investments, operations, and overall financial position. OEC works with private enterprise to help Ontario achieve energy self-sufficiency and does not intend to displace private sector investment or initiatives.

The Corporate Objects as described in Section 6 of the Ontario Energy Corporation Act (1974) are to:

> "Invest or otherwise participate in energy projects throughout Canada or elsewhere in order to:
>
> - Enhance the availability of energy in Ontario;
> - Stimulate exploration for and the development of sources of energy;
> - Stimulate expansion of the capability to produce energy;
> - Encourage investment in energy projects and the effective use of financial, human, and other resources in energy projects; and
> - Encourage the development of processes and equipment that will avoid the wasteful use of energy and that will minimize harm to the environment."

To fulfill this mandate, the OEC has developed a Corporate "mission" which is:

> To assist the government in the pursuit of a more secure energy future in Ontario through a dual strategy of participation in a variety of innovative, catalytic leadership-related energy activities supported by profitable investment positions in selected energy ventures.

To do so, the goal is to build an efficient company which balances the government's energy policy objectives with the realities of the commercial world - a balance between public benefits and risk taking on the one hand combined with a sufficiently high commercial return from some projects which will help the Corporation finance its overall activities.

2.2 Strategic Focus

The Corporation's investment policy is guided by the province's energy policy. Canada's oil deficit and security of supply remain the primary energy issues of the 1980s and, thus, are the government's primary areas of policy emphasis. Therefore, the Corporation's strategic focus is to invest in energy projects which will increase conventional energy supplies, encourage substitution of more plentiful energy forms for oil, and conserve energy. Figure 1 illustrates the Corporation's link to provincial energy policy.

2.3 Organization

The Corporation is structured into four areas: Corporate Development, Energy Investments, Energy Resources, and Contract Management.

The Corporate Development function is concerned with evaluating new energy investments which reflect the government's areas of policy emphasis.

The Energy Investments group's focus is energy technology ventures - the management of existing investments and the development of new ventures as they are received from Corporate Development.

The Energy Resources group is responsible for the stewardship of the conventional energy investments and the assessment and management of conventional energy exploration and development projects.

Contract Management is the business of managing, on behalf of clients, short-term energy-related projects. It involves recruitment of specialized skills to match the needs of each project and offers financial and administrative management to the client.

Subsidiary Companies

The Corporation's investments are made through six subsidiaries, wholly or majority owned by the Corporation: Ontario Energy in Transportation Ltd., Ontario PowerShare Ltd., Ontario Alternate Energy Ltd., Onexco Minerals Ltd., Onexco Oil & Gas Ltd., and Ontario Energy Resources Ltd. Figure 2 shows the Corporation's organization of projects by subsidiary.

2.4 Key Events

Since its inception, the Corporation has been involved in several significant events in the energy sector which have led to its present organization and role. These events include:

1975 . Agreement to participate in the Syncrude oil sands development project in Alberta. OEC held a 5% interest and invested over $100 million through 1975 to 1978.

FIGURE 1

ONTARIO ENERGY CORPORATION

ENERGY POLICY AND POTENTIAL AREAS OF ENERGY INVESTMENT



ENERGY POLICY AND ENERGY INVESTMENT

The Ontario Energy Corporation's investments are guided, among other things, by the province's energy policy, market need and the kind of investment opportunities available.

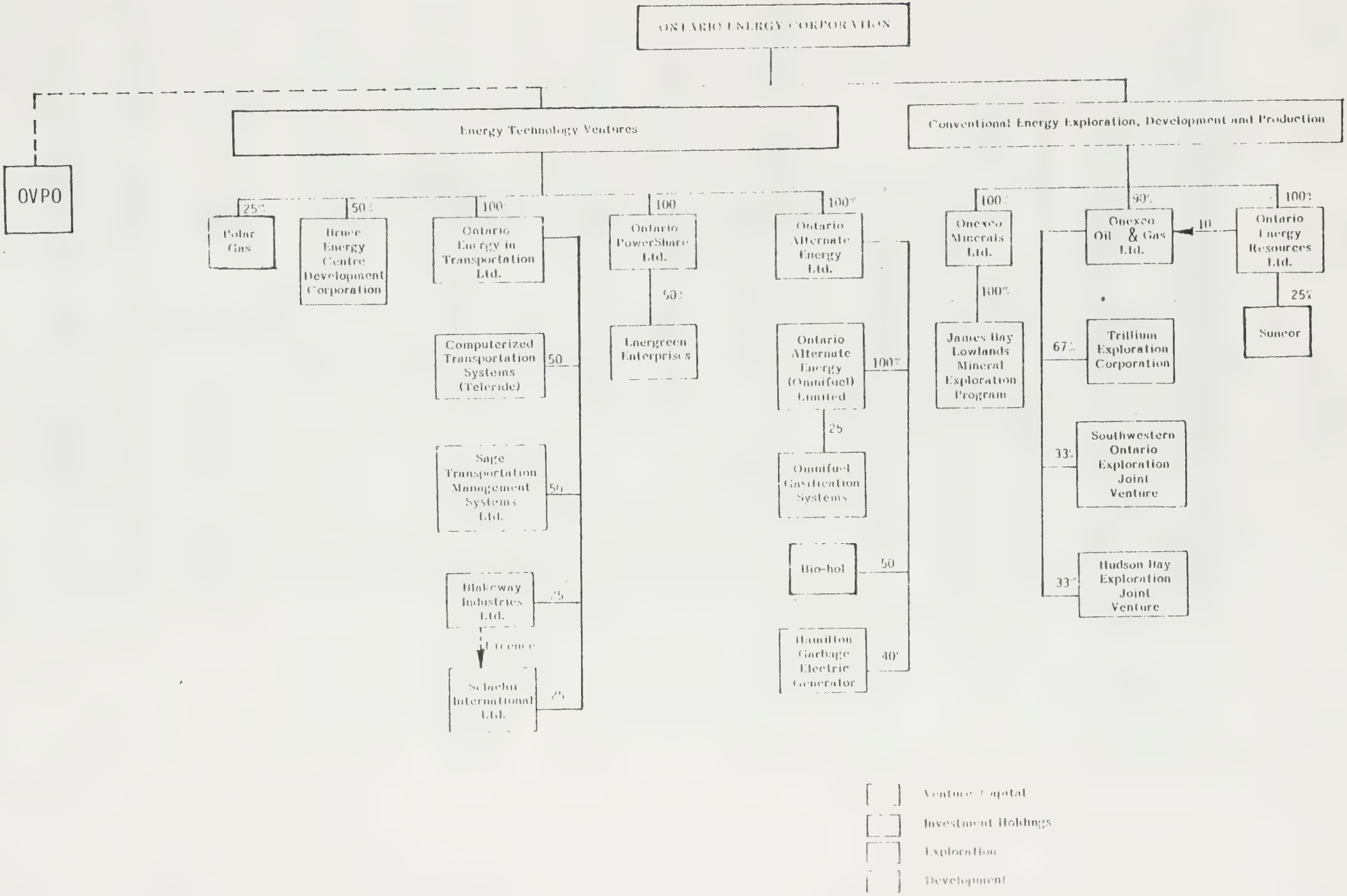
The chart above links the energy issues facing Ontario - the oil deficit and security of supply - with the three broad policy approaches chosen by the government to come to grips with those issues. These broad policy approaches are conventional energy supply, oil substitution and conservation.

Further delineation of these three areas by the Ministry of Energy has resulted in six areas of policy emphasis being identified: electricity, crude oil and natural gas supply, oil substitution, contingency planning, alternative and renewable energy systems and energy conservation.

Of these six areas of policy emphasis, all but contingency planning have some relevance to the Ontario Energy Corporation from an investment point of view.

The two outer circles of the chart identify the areas of potential OEC investment activity. The investments listed in the outside (blue) ring are illustrative only. Actual investments will depend on the investment opportunities, market need and risk.

November 13, 1982


ONTARIO ENERGY CORPORATION
OVPO
Energy Technology Ventures
Conventional Energy Exploration, Development and Production
25%
Polar Gas
50%
Bruce Energy Centre Development Corporation
100%
Ontario Energy in Transportation Ltd.
100
Ontario PowerShare Ltd.
100%
Ontario Alternate Energy Ltd.
100%
Onexco Minerals Ltd.
90%
Onexco Oil & Gas Ltd.
10
100%
Ontario Energy Resources Ltd.
50
Computerized Transportation Systems (Teleride)
50%
Energreen Enterprises
100%
Ontario Alternate Energy (Omnifuel) Limited
100%
James Bay Lowlands Mineral Exploration Program
25%
Suncor
67%
Trillium Exploration Corporation
50
Sage Transportation Management Systems Ltd.
25
Omnifuel Gasification Systems
33%
Southwestern Ontario Exploration Joint Venture
50
Blakeway Industries Ltd.
50
Bio-hol
33%
Hudson Bay Exploration Joint Venture
Licence
Schachu International Ltd.
25
Hamilton Garbage Electric Generator
40%
Venture Capital
Investment Holdings
Exploration
Development

. Participation in the Polar Gas Project to study the feasibility of transporting natural gas from the Arctic to southern markets. OEC is one of four contributors to the project costs.

1978 . Development of the Bruce AgriPark Joint Venture in cooperation with five private companies.

. Sale of the Syncrude investment to PanCanadian Petroleum Ltd. for $160 million.

1980 . Establishment of the four subsidiary companies through which the OEC invests in projects:

1. Ontario Energy Resources Ltd.
2. Ontario Energy in Transportation Ltd.
3. Ontario Alternate Energy Ltd.
4. Ontario PowerShare Ltd.

. Receipt of three-year exploration licence from the Ministry of Natural Resources to explore for lignite and other minerals in one million acres of the James Bay Lowlands; the initial exploration program was completed.

. Establishment of Ontario oil and gas exploration venture with Canada-Cities Service and Petro-Canada; initial exploration activities undertaken.

. Joint Venture agreement signed with Teleride Corporation to develop transit information systems in Ontario and elsewhere.

1981 . Purchase of 25% of Suncor Inc. through Ontario Energy Resources Ltd.

. Joint Venture agreement signed with Tricil Ltd. to install a 4 MW turbine generator at the SWARU plant in Hamilton to generate electricity from the incineration of municipal solid waste.

. Ontario Alternate Energy Ltd. and Weston Energy Resources Ltd. entered into a joint venture agreement - Bio-hol Developments - to undertake Research, Development and Demonstration of wood to ethanol.

. Joint venture signed with SAGE Management Consultants to develop computerized transit management systems in Ontario.

. Joint venture agreement with Canertech Inc. and Omnifuel Gasification Systems Ltd. on biomass conversion.

. Establishment of oil and gas exploration venture with Canadian Occidental Petroleum Ltd. and Sogepet Ltd. to

explore 72 million acres in Hudson Bay. (Sogepet subsequently farmed out part of its interest to Soquip.)

1982 . Agreement signed with Ministry of Energy for Research, Development and Demonstration of a wood to ethanol project, encompassing the work undertaken within Bio-hol Developments.

. Agreement signed with Ministry of Energy to undertake a methanol assessment program.

. Purchased shares of Energreen Enterprises Inc., a company using waste energy to heat greenhouses near Ramore, Ontario.

. Establishment of two subsidiary companies, Onexco Oil & Gas Ltd. and Onexco Minerals Ltd. to undertake exploration activities.

. OEC and Suncor Inc. established Trillium Exploration Corporation to explore for oil and gas on frontier lands. Trillium's first exploration program was a farmin on Suncor's interest in lands off the Labrador coast.

. Suncor Inc. announced that it will spend $335 million to upgrade its Sarnia, Ontario refinery.

. Suncor Inc. announced that it will spend $355 million over five years at its Fort McMurray, Alberta oil sands plant to increase synthetic crude oil reserves by about 90 million barrels ($185 million) and to upgrade plant and mine facilities for improved operational reliability ($170 million).

. Agreement signed with Selachii International to enable the company to complete the development, manufacture and marketing of a controlled pressure induction fuel delivery system.

1983 . Trillium Exploration Corporation farmin on Suncor's Arctic offshore lands.

3.0 RELATIONSHIP TO GOVERNMENT MINISTRIES

In the course of its activities to commercially develop Ontario's conventional energy resources, the OEC works with a number of the Province's ministries and agencies. A special linkage exists with the Ministry of Energy as the Minister of Energy is OEC's sole shareholder. Regular contact is maintained with the Ministries of the Environment and Natural Resources.

3.1 Ministry of Energy

The role of the Minister of Energy, in his capacity as sole shareholder of OEC and as the Minister responsible for making recommendations on energy policy in the Government of Ontario, is to:

- o define, for the Board of Directors, overall provincial energy policies to enable the Board to develop the short- and long-term plans of the Corporation, and to receive from the Board recommendations with respect to energy initiatives by the Corporation;
- o elect the Directors of the Corporation;
- o receive the annual financial statements of the Corporation;
- o appoint the auditors of the Corporation;
- o review and approve the annual capital and operating budgets and the multi-year financial outlook of the Corporation, as submitted by the Board;
- o review and approve the investment criteria to be used by the Corporation;
- o obtain the necessary governmental authority, as may be required from time to time, to enable the Corporation to carry out its mandate;
- o take shareholder action as required under the Business Corporations Act and the Corporation's by-laws.

The role of the Board of Directors of the Corporation is to manage or supervise the management of the affairs and business of the Corporation and, in particular to:

- o carry out its objects, which are to invest, or otherwise participate, in energy projects within Canada or elsewhere;
- o recommend suitable investment criteria for the Corporation;
- o approve the annual capital and operating budgets and multi-year financial outlook for the Corporation;
- o approve the annual financial statements of the Corporation.

Corporation staff are in frequent and regular contact with the Ministry of Energy to coordinate policy initiatives as well as to assist, where appropriate, by advising on matters relating to the regulatory and development framework for the province's energy resources.

3.2 Ministry of the Environment

The Corporation is subject to all Acts administered by the Minister of the Environment including the Ontario Water Resources Act and Environmental Protection Act. In terms of day-to-day operations, the Environmental Assessment Act is of particular importance.

The Act applies to:

> ". . . enterprises or activities or proposals, plans or programs in respect of enterprises or activities by or on behalf of Her Majesty in right of Ontario or by a public body or public bodies . . ."

Regulation 836/76 designates the Ontario Energy Corporation as a public body for purposes of the Environmental Assessment Act.

OEC and Ministry of the Environment staff work together to determine the status of a project in relation to the Act and whether it would best be handled by an exemption order, class EA, individual EA, or should be treated as a feasibility study.

Ontario Energy Corporation Exemption Order OEC-5

Section 29 of the Environmental Assessment Act provides that the Minister of the Environment may, in the public interest and when activities are deemed to have an insignificant impact upon the environment, exempt a project (undertaking) from the provisions of the Environmental Assessment Act. Accordingly, in December 1981, the Corporation received an order exempting all oil, gas, oil shale, peat, lignite, and other mineral exploration programs in Ontario from the Act for ten years. The order was granted since the activities involved in conducting exploration work are limited to geophysical and geochemical surveys and some exploratory drilling and, therefore, are unlikely to cause any significant adverse effects on the environment. In addition, the realization of potential energy and economic benefits that might accrue from such undertakings would have been unduly delayed by the preparation of an environmental assessment document. Further, the environmental administrative process is streamlined by obviating the need for issuing a new exemption order annually for ongoing programs which are, essentially, the same from year to year.

The terms and conditions of the exemption order ensure that OEC and its agents will act in a responsible and environmentally sound manner when conducting all oil, gas, lignite, peat, and oil shale exploration programs. In addition, the Corporation must comply with all regulations, including environmental restrictions, as set out under the Environmental Protection Act, the Ontario Water Resources Act, the Mining Act, and the Petroleum Resources Act. Furthermore, the

activities of projects which have been exempted are monitored by field representatives of the Ministries of the Environment and Natural Resources.

It is important to note that this exemption order applies to exploration projects only; any future development phases will be subject to the provisions of the Environmental Assessment Act.

3.3 Ministry of Natural Resources

As the Ministry responsible for the inventory, management and administration of Ontario's natural resources, MNR issues all exploration licences, development leases, and permits. MNR also monitors exploration and development activity in the field to ensure that proper and appropriate work procedures are followed in accordance with regulations as set out in the Petroleum Resources Act and the Mining Act, among others. OEC staff work closely with MNR on all administrative and field activities.

4.0 ONTARIO ENERGY CORPORATION PROJECTS NORTH OF 50°

The activities of the OEC in northern Ontario (including Hudson Bay - the only frontier area directly accessible from Ontario) can be divided into two categories.

Firstly, investments involving conventional nonrenewable resources. Projects included in this category are:

- Hudson Bay Oil and Gas Exploration Program
- James Bay Lowlands Lignite Exploration Program
- Polar Gas Project.

Secondly, the investigation of technologies to develop alternate and renewable energy sources. Activities included in this category are:

- Development of commercial gasification systems for forest biomass, lignite and peat
- Application of waste energy to greenhouse heating as an alternative to conventional fuels.

4.1 Hudson Bay Oil and Gas Exploration Program

The Ontario Energy Corporation, in partnership with Canadian Occidental Petroleum Ltd. and Sogepet, are conducting a five-year exploration program in Hudson Bay, the only frontier area contiguous to Ontario. The Exploration Agreement issued by the federal government, which became effective January 1, 1982, covers an area of 29 million hectares (72 million acres) and is believed to be the largest single exploratory parcel of land ever granted in Canada. (Sogepet subsequently farmed out part of its interest to Soquip.)

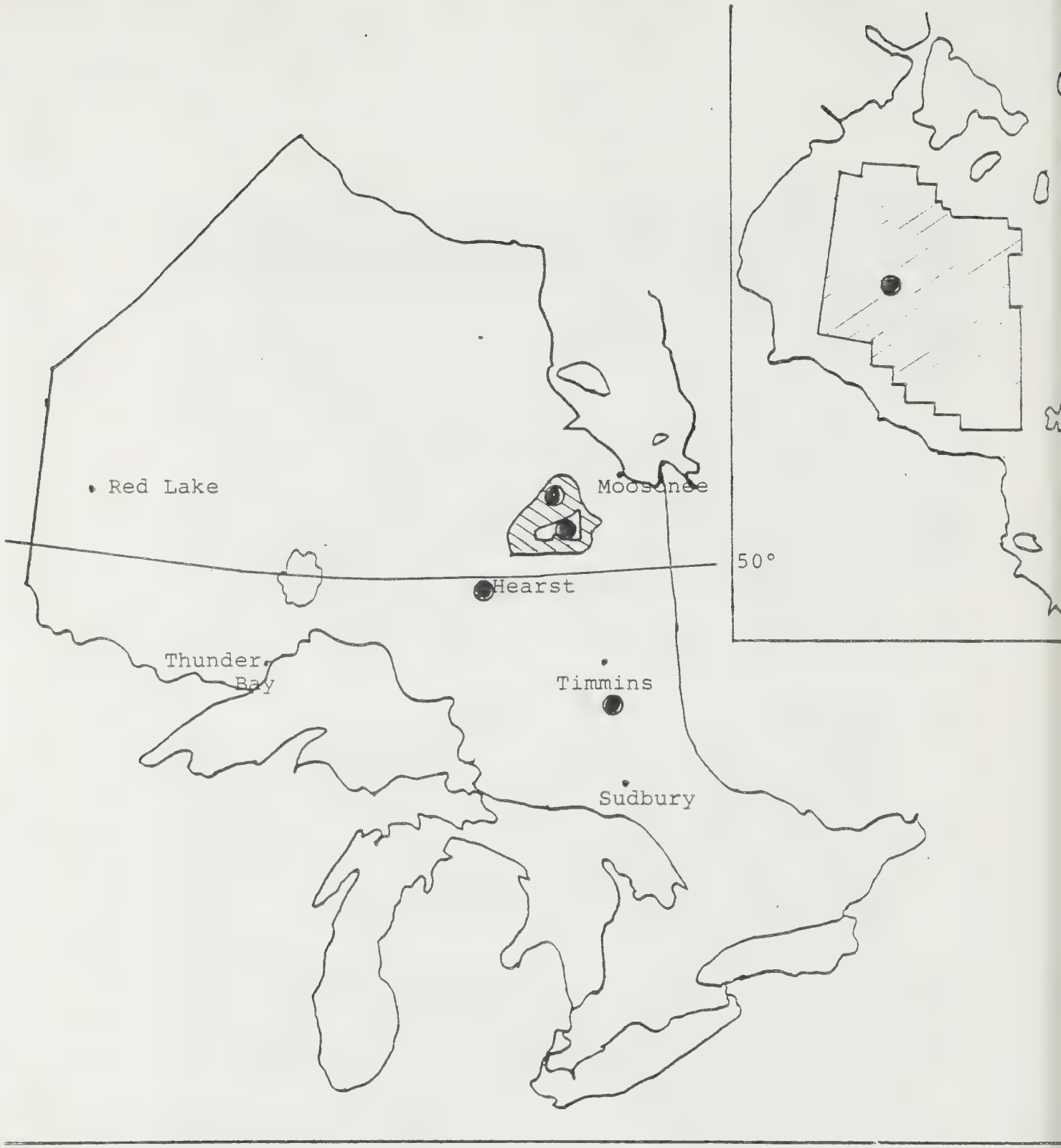
Over 5,000 kilometres of seismic data was collected during the summer of 1982 as the first phase of the five-year program and meets the requirements set out in the Exploration Agreement. Initial interpretation indicates that the quality of the data is much better than that collected during exploration activity in the Bay conducted in the early 1970s and will greatly enhance the group's regional evaluation. The results of the program are now being evaluated.

The 1983-84 program will involve another 5,000 km of seismic. The Exploration Agreement requires the seismic programs to be followed in 1985 by the selection of drillsites and environmental studies. The participants will have the option to drill either one or more wells during 1986.

If commercial reserves are found, it is expected that 10 to 12 years would be required to develop and construct the necessary transportation system to the market areas.

Environmental Aspects

At this stage of the program, the joint venture will be restricting its activity to seismic and geophysical work which will not cause any significant negative environmental impacts.



ONTARIO ENERGY CORPORATION

Activity in Northern Ontario

Legend

1. Hudson Bay Oil and Gas Exploration Program
2. James Bay Lowlands Lignite Exploration Program
3. Omnifuel (Levesque Plywood, Hearst, Ontario)
4. Energreen (Ramore, Ontario)
5. Oil Shale Assessment (James Bay Lowlands)

In the event drilling is to be undertaken, the exploration agreement with the federal government requires site specific environmental studies to be conducted prior to any activity.

The federal government has conducted extensive environmental work in the Bay as well as coastal land areas. As a result of these studies, the federal government identified environmentally sensitive areas and these areas have been removed from the licence area.

The federal government has also established an "Environmental Studies Revolving Fund," financed by companies involved in exploration, to conduct research into the environmental effects of oil and gas development on Canada Lands, including Hudson Bay.

As part of the 1982 program Canadian Occidental, the operator for the group, undertook community consultation and wildlife observer programs. Information exchange meetings were initiated with northern native and government representatives of the Hudson Bay area to explain the proposed program and respond to questions. A wildlife monitoring program was conducted from the seismic vessel to improve the environmental information base. Two Inuit, from communities adjacent to Hudson Bay, with extensive knowledge and hunting experience, were hired as observers to collect the information. These programs are the initial steps in what will be an extensive long-term effort to inform community representatives of exploration activities and to ensure that the exploration and development work is carried out in an environmentally sound manner.

4.2 James Bay Lowlands Lignite Exploration Program

In September 1980 the Corporation received a three-year licence of exploration for lignite and other minerals on one million acres in the James Bay Lowlands, southwest of the Onakawana deposit. Following preliminary geological and geophysical evaluations in 1980 and 1981 the area was hygraded and part of the one million acres was surrendered to the Ministry of Natural Resources leaving OEC with a total of 279,600 acres.

Since 1980, 30 holes have been drilled resulting in the identification of several lignite occurrences. Based on these encouraging results, a winter program is currently under way.

During this exploration phase, the Corporation is also actively investigating potential development and market opportunities for lignite including a lignite-based synthetic fuels program.

Environmental Aspects

The Corporation's activity in the area is limited to exploratory drilling and geophysical work in order to establish the extent and potential of lignite deposits in the area. As previously discussed, these exploratory activities have been exempted under the Environmental Assessment Act (OEC-5) because the Minister of the Environment believes they will not create any significant impact upon the environment. This exemption,

however, will not apply to the Corporation's involvement in any future production activities.

4.3 Polar Gas Project

Since 1975 the Ontario Energy Corporation, in partnership with TransCanada PipeLines Ltd., Panarctic Oils Ltd., Tenneco Oil of Canada Ltd. and Petro-Canada, has been working to determine the best method for transporting natural gas from the high Arctic to southern markets.

From 1975 to 1977 Polar Gas studied the feasibility of constructing a pipeline from the Arctic Islands to Longlac, Ontario, along the west coast of Hudson Bay. In 1977 Polar Gas filed an application with the National Energy Board for approval of the route, but withdrew the application in mid-1980 in order to develop a plan for a combined pipeline system which would connect the Mackenzie Delta, Beaufort Sea and Arctic Islands reserves to markets in the south.

In light of uncertainties surrounding current supplies of natural gas and the potential for both domestic and export markets as well as the general lack of enthusiasm for "energy mega-projects," a review of the project's timing and routing is now being undertaken by the project participants.

Environmental Aspects

The Polar Gas Project does not have an application before the NEB at the present time, but is likely to be subject to the Federal Environmental Assessment and Review Process (EARP). Polar Gas has fully cooperated in this process in the past and will continue to do so in the future as well as continue to participate in regional assessments, such as the Royal Commission on the Northern Environment.

4.4 Omnifuel

The Corporation has invested in Omnifuel Gasification Systems, a company which develops and markets high efficiency gasifiers capable of producing combustible or feedstock gas from biomass.

The first contract completed by Omnifuel was the installation of a gasifier at Lesvesque Plywood Ltd. in Hearst, Ontario. This gasifier converts wood waste at the plant into combustible gas which is used to replace natural gas in process drying applications.

Immediate customers for this type of system include the forest products industry and other industries producing large, reliable quantities of wood waste or other biomass. The Omnifuel gasifier can be used with a variety of other feedstocks including peat and, possibly, lignite.

In addition, other potential applications of the Omnifuel system which may have implications for the north are electricity production and synthetic fuels production.

Electricity Production - two types of applications are possible: the use of combustible gas produced by the system to fire a steam boiler connected to a turbo-generator, or the replacement of diesel fuels with synthetic fuels produced through gasification, for use in diesel engines to produce electricity.

Synthetic Fuels Production - the production of methanol through the gasification of biomass is a potential application for the Omnifuel system and feedstocks currently under investigation are wood waste, peat and lignite.

Environmental Aspects

The operation of the Omnifuel gasifier does not cause any significant negative impacts on the environment. In fact, the Omnifuel system has resulted in a cleaner, more environmentally sound operation in Hearst and has the potential to do so in other applications in the north. Wood waste and other biomass material previously disposed of by incineration can now contribute towards the more efficient use of the area's natural resources. The system also contributes to the overall cost-effectiveness of the operation by replacing higher cost, nonrenewable, fossil fuels.

4.5 Energreen

The OEC has invested in Energreen, a company which operates a 1.4 acre greenhouse near Ramore. The greenhouse is heated by exhaust gases from a nearby TransCanada PipeLines natural gas compressor station. Energreen has entered into an agreement with the Ministry of Natural Resources to provide tree seedlings for the government's reforestation program in the north, and approximately 7 million seedlings will be delivered to the Ministry of Natural Resources in 1983. The existing capacity of the system could allow heating of up to four acres of greenhouses in the future.

Similar applications of surplus heat are possible throughout northern Ontario. In addition to reforestation applications, the potential exists for the production of winter vegetable crops for northern communities, replacing high cost imported supplies.

Environmental Aspects

The Energreen project will not cause any significant negative impact on the environment. Aside from the conservation aspects of replacing fossil fuels as the heat source in this project, the success of Energreen will demonstrate the economic benefits to be derived from the utilization of waste heat sources, including the potential for providing local investment and jobs, as well as supplies of fresh produce to northern communities.

5.0 FUTURE ONTARIO ENERGY CORPORATION ACTIVITY NORTH OF 50°

The Corporation is currently investigating the potential of several indigenous resources located in northern Ontario.

5.1 Methanol Assessment

The Corporation has been contracted by the Ministry of Energy to conduct an assessment of methanol as a substitute for conventional energy sources. The assessment will determine the technology best suited for the production of methanol and the potential market for this technology. Included in this study will be an evaluation of wood, peat, and lignite as feedstock materials for the production of methanol.

The implications for the north of this study are twofold. Firstly, there is a significant potential for the development of resources indigenous to northern Ontario, such as wood, peat and lignite. Secondly, applications of this technology in the north would make alternate fuels readily available as feedstocks. These applications might include the use of methanol as a substitute for diesel fuel in electricity production, a direct replacement for gasoline fuel, as well as providing new energy sources for use by industry.

5.2 Ethanol Assessment

OEC has also been contracted by the Ministry of Energy to determine the potential for ethanol as an alternate fuel. As part of OEC's activities under the contract, a 50-50 joint venture has been established with Weston Energy Resources Limited to form "Bio-hol Developments." The objective of the joint venture is to demonstrate that transportation grade ethanol can be commercially produced from wood waste. Towards this end the following activities will be undertaken:

- o by 1984 a 100,000 litre per year pilot plant will be established to demonstrate the feasibility of producing fuel grade ethanol from wood residue;
- o demonstration of the advantages of the Zymomonas mobilis fermentation process;
- o assessment of the commercial viability of the wood to ethanol process; and
- o if the demonstration plant is successful, to establish, by 1986, a 10 million litre per year ethanol facility in Ontario.

As with the methanol assessment program, the opportunity may exist in the future for industries in northern Ontario to profitably utilize wood waste by transforming it into a valuable transportation fuel.

5.3 Oil Shale

In 1982, the OEC completed a preliminary investigation into the potential of Ontario's oil shale as part of an ongoing program to investigate indigenous resources. The study concludes that Ontario has extensive organic rich oil shales in southwestern Ontario and, of interest to this Commission, the James Bay Lowlands. Further, the yield of these shales could be increased by concentrating the raw shale and upgrading the concentrate through hydrogen retorting.

Based on the encouraging results of the preliminary investigation, the OEC has been contracted by the Ministry of Energy to carry out tests designed to evaluate the ability to upgrade the kerogen content of Ontario oil shale by traditional mineral processing methods. The study will be completed in March 1983.

Prior to any evaluation of the potential for a commercial reserve, however, further research must be undertaken to determine the true extent and quality of the resouce and to identify a commercially viable reserve and applicable extraction and processing technologies as well as the possible environmental impacts.

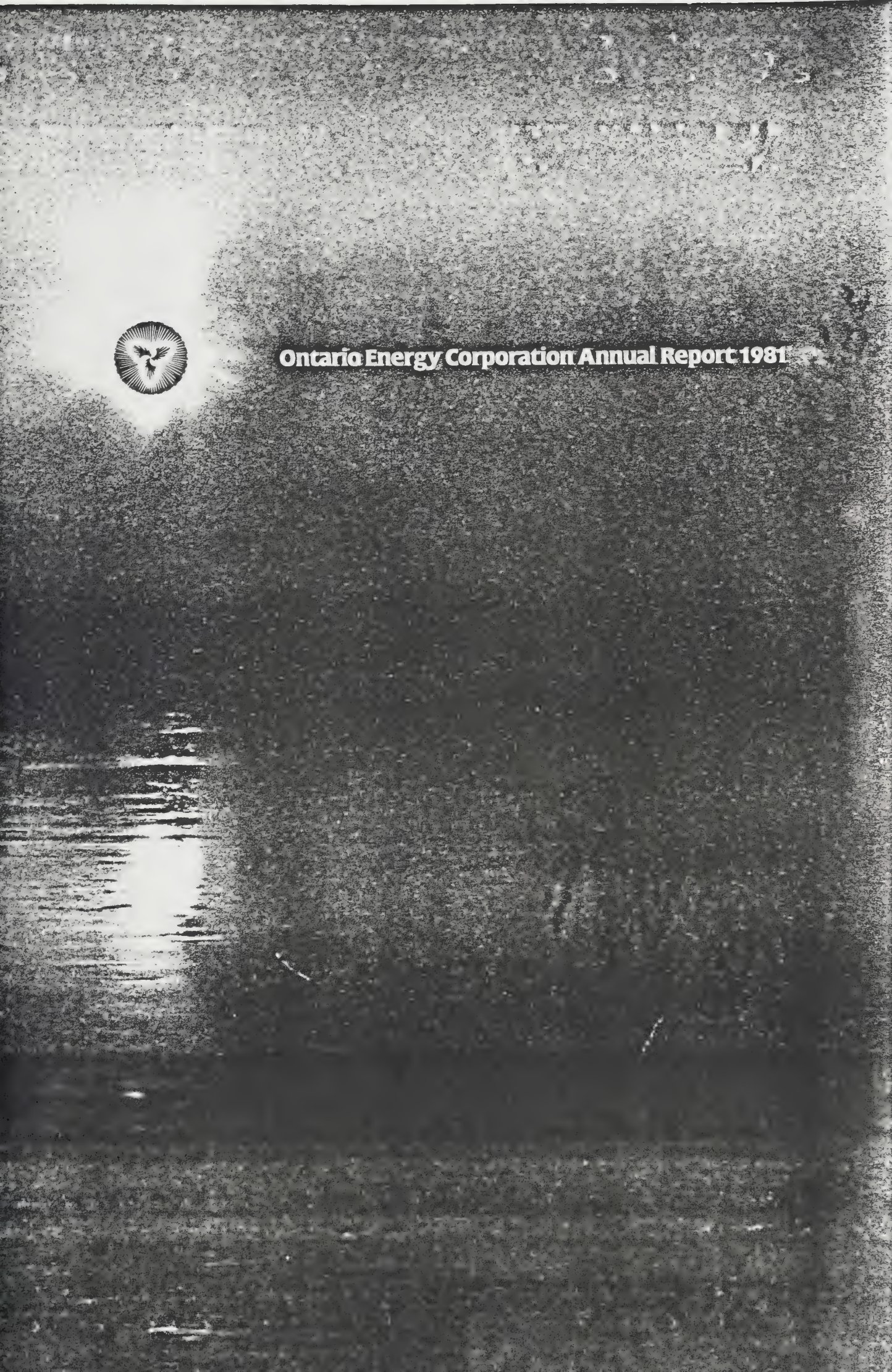
6.0 OBSERVATIONS

Based upon the Corporation's experience with projects located in northern Ontario, the following observations may be of use to this Commission.

- o Groups and agencies involved in both the development of an undertaking (the proponent) and the regulation of activities associated with the undertaking should continually upgrade their technical data base to take advantage of new resource management techniques and to update and clarify the appropriate planning and development guidelines.

- o A close liaison between regulatory staff and the proponent is necessary to ensure that all parties have a good understanding of the activities involved in the undertaking and the potential impact the undertaking may have on the natural, social and economic environments as well as to ensure that all parties are cognizant of the lead time necessary to incorporate regulatory requirements into the project planning process.

- o All agencies with regulatory responsibilities should coordinate their activities to avoid the application of overlapping controls to an undertaking and to ensure a timely processing of information.



Ontario Energy Corporation Annual Report 1981

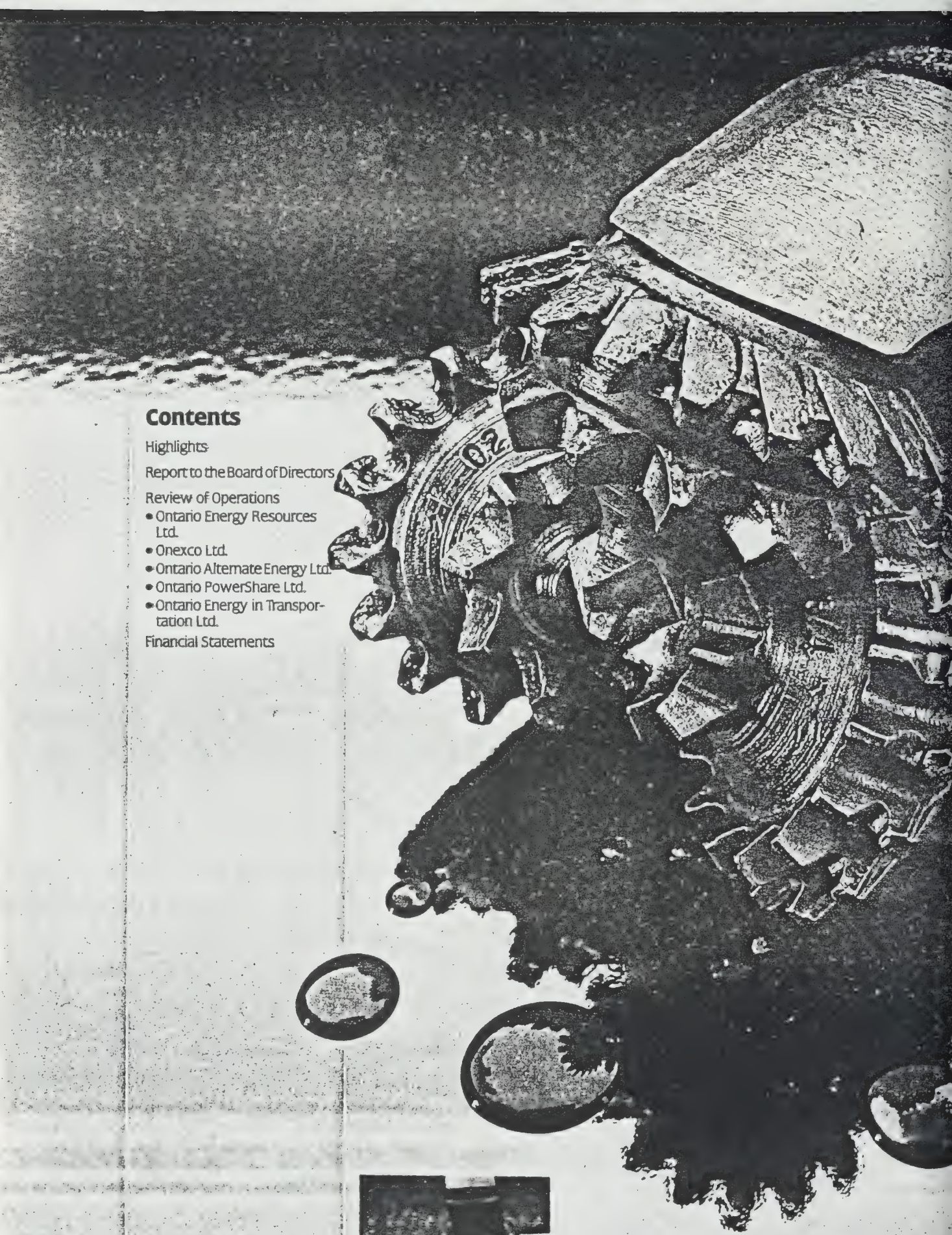
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Review of Operations
- Ontario Energy Resources Ltd.
- Onexco Ltd.
- Ontario Alternate Energy Ltd.
- Ontario PowerShare Ltd.
- Ontario Energy in Transportation Ltd.

Financial Statements





Corporate Profile

The Ontario Energy Corporation was established in 1974 by the Government of Ontario to invest in Canadian energy projects that will improve the availability of energy in Ontario. Together with the private sector, the Corporation invests on an equity basis in all areas of energy development. Having its shares held by the Minister of Energy and operating under the Business Corporations Act of Ontario, the Corporation works with private enterprise to help Ontario become more self-reliant in energy.

Mission

To assist Government in the pursuit of a more secure energy future for Ontario through a dual strategy of participation in a variety of innovative, catalytic, leadership energy activities supported by profitable investment positions in selected energy ventures.

Corporate Objects

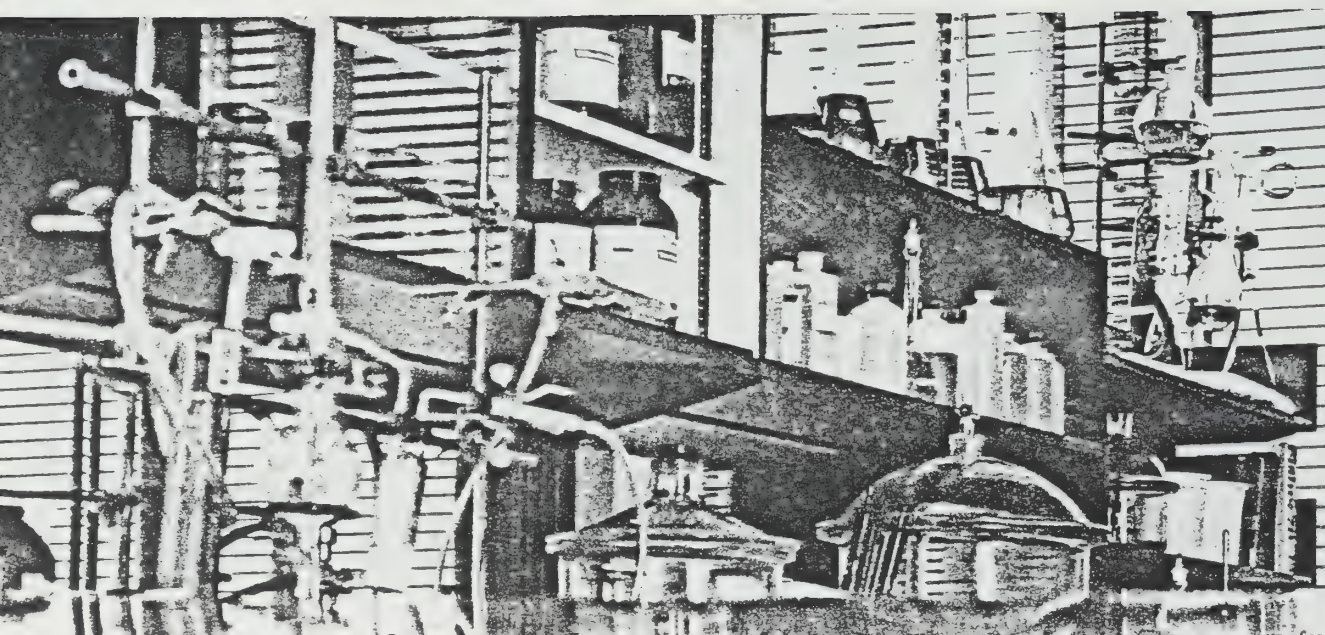
From Section 6 of the Ontario Energy Corporation Act 1974 "Invest or otherwise participate in energy projects throughout Canada or elsewhere in order to:

- Enhance the availability of energy in Ontario;
- Stimulate exploration for and the development of sources of energy;
- Stimulate expansion of the capability to produce energy;
- Encourage investment in energy projects and the effective use of financial, human and other resources in energy projects; and
- Encourage the development of processes and equipment that will avoid the wasteful use of energy and that will minimize harm to the environment."

Events

- Purchased 25 per cent of Suncor Inc. from Sun Company, Inc. of the United States for $650 million
- Received a five-year federal exploration agreement, with two private sector partners, for oil and gas exploration in Hudson Bay
- Signed a joint venture agreement to develop commercial gasification systems from forest biomass
- Completed a formal agreement for the installation of 4-megawatt generator at the SWARU refuse-burning facility in Hamilton-Wentworth
- Joined with six private partners to form Bruce Energy Centre Development Corporation (BECDEVCO) for the commercial marketing of surplus steam from the Bruce Nuclear Power Development (BNPD)
- Reached agreement in principle with the Ministry of Energy to be systems contractor for Ontario's alternative fuels program
- Became joint venture partner in SAGE Transportation Management Systems to develop and market computerized transit programs
- Appointed full-time President and Chief Executive Officer.

Financial Highlights	For the year ended December 31, 1981	For the year ended December 31, 1980
Total assets	$693,430,035	$44,371,755
Total participation in projects	$669,147,233	$16,384,888
Net income	$ 239,275	$ 183,568
Retained earnings	$ 26,205,288	$25,966,013



Report to the Board of Directors

The Ontario Energy Corporation and its subsidiaries made significant advances during 1981 in support of the government's energy policy.

The Corporation's assets increased in the past year from just over $44 million to nearly $700 million, placing it well within the ranks of Canada's top 100 industrial companies on an asset basis. The purchase of 25 per cent of the common shares of Suncor Inc. late in the year contributed most to the Corporation's growth.

Left, Malcolm Rowan, President and Chief Executive Officer of Ontario Energy Corporation. Right, Ted Jarmain, Chairman of the Board of Ontario Energy Corporation.

The Corporation's Mission

The Corporation is charged with creating new energy activities for Ontario while remaining a self-financing commercial entity. To achieve these dual goals requires a balance between public benefits and risk taking on the one hand and a sufficiently high commercial return for the Corporation to finance its activities.

Accordingly, the Corporation's Statement of Mission is: "To support Government in the pursuit of a more secure energy future for Ontario through a dual strategy of participation in a variety of innovative, catalytic, leadership energy activities supported by profitable investment positions in selected energy ventures."

Energy Policy

The energy issues now facing Ontario, which are the basic raison d'etre of the Corporation, are Canada's oil deficit and the security of its energy supply.

Three principal policy approaches – increasing conventional energy supply, substituting more plentiful energy forms for oil, and increasing the efficiency of energy consumption – have evolved as the cornerstones of Ontario's energy policy.

Within these three broad policy approaches, four areas identified in late 1980 by the Government of Ontario for emphasis by the Ontario Energy Corporation formed the context of the Corporation's 1981 activities.

These areas of emphasis include:

- participating in the "Canadianization" of the oil and gas industry to reduce the level of foreign ownership;
- encouraging the development of Ontario's capability to use nuclear steam for industrial and agricultural purposes;
- participating in projects which produce energy from waste;
- investigating the commercial potential of methanol and ethanol as alternative transportation fuels.

Within this policy framework the Ontario Energy Corporation played a significant and increasingly important role during 1981, emphasizing four types of activities:

- investment holding,
- venture capital,
- energy exploration, and
- energy development.

Investments in each of these four areas advance provincial energy policy. The impact of each area, however, in terms of return on investment, payback period, risk and contribution to the Province's energy policy is often different as between each business area and as between each investment.

Since 1979, when the Ontario Energy Corporation was recapitalized and its terms of reference were broadened, the Corporation has concentrated on three areas: transportation energy conservation, the production of alternative forms of energy from indigenous feedstocks and from waste products, and increasing the supply of crude oil.

Investment Holding

Investments in this business area are made where there is a reasonable prospect of a good rate of return and which, at least in the near term, the investment is unlikely to be sold.

As a direct result of the Minister of Energy's announcement of October 10, 1980, that the Ontario Energy Corporation's mandate would be expanded and that it would participate in the Canadianization of the petroleum industry, the Ontario Energy Corporation, through its subsidiary, Ontario Energy Resources Ltd., purchased 25 per cent of the issued common shares of Suncor from Sun Company, Inc., Radnor, Pennsylvania, for million.

With this purchase, the Ontario Energy Corporation moved into the forefront of Canadian business with assets of nearly $700 million and now ranks, on an asset basis, among Canada's top 100 industrial corporations.

The Suncor purchase not only facilitates the transfer to Canadians of the ownership and control of one of Canada's largest integrated oil companies; it also enables Suncor to take advantage of the new rules and incentives set out in the National Energy Program.

In conjunction with its private sector partners, the Corporation in 1981 moved to establish the Bruce Energy Centre Development Corporation with the objective of developing an industrial



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Northern Ontario.

Energy Development

The Corporation's energy development business is particularly important in light of Ontario's energy policy. However, because these energy projects are not yet at the commercial stage, there is no basis at this time to project a rate of return.

Polar Gas continued to be the Corporation's major developmental investment. To date, some $16 million has been invested in this venture to provide Ontario with supplementary supplies of natural gas from the Arctic Islands.

During the year the Corporation was designated by the Minister of Energy as the government's vehicle for advancing the government's alcohol fuel program. Contract negotiations with the Ministry have now been completed and final approval is anticipated in the new year.

Under this agreement, the Corporation would undertake a variety of technology-related investments designed to test the feasibility of producing alcohol fuel (methanol and ethanol) from various feedstocks – lignite, peat, wood, natural gas – as well as new technologies and processes.

During the year the Corporation's affiliate, Ontario Van Pool Organization (OVPO), expanded its van fleet from 25 to 30 vehicles and undertook further work to demonstrate the concept of commercial third-party van pooling.

Some initial work was undertaken by the Corporation to assess Ontario's resources of oil shale.

The Energy Environment

Security of oil supply continues to be Canada's primary energy concern. But, while energy issues continued to dominate the Canadian and international scene in 1981, the focus was quite different from previous years.

OPEC oil production dwindled to 23 million barrels a day (b/d) on average in 1981, compared with a record 31 million barrels a day in 1979.

World oil supplies temporarily exceeded demand. In fact, an oil surplus of 2 million b/d developed. Although this surplus was less than 1.5 per cent of the world annual energy consumption, it was enough to transform oil from a sellers' into a buyers' market and to enable Saudi Arabia successfully to reassert its influence over the pricing of crude oil on world markets, at least in regarding price increases.

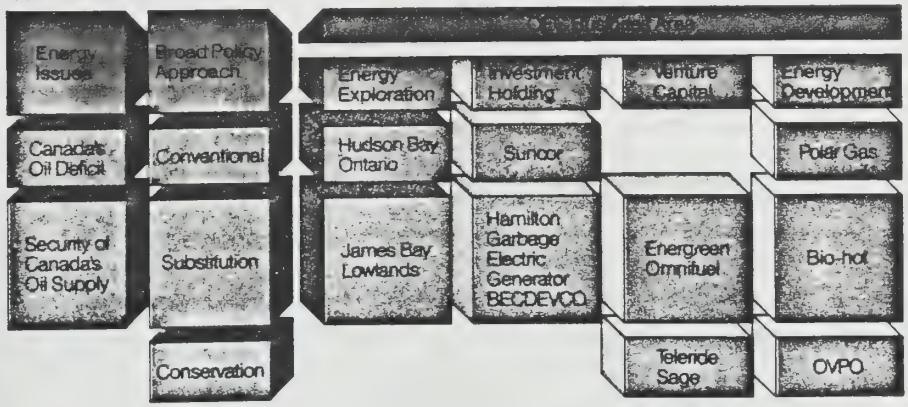
In Canada, the federal government and Alberta concluded a 5-year crude oil pricing agreement on September 1, 1981, providing a measure of pricing certainty long absent for Canadian producers. However, while oil prices to consumers will be significantly higher as a result of the agreement, the oil industry does not consider the amount allocated to it will stimulate enough production that crude oil self-sufficiency can be achieved by the end of the decade.

Even if there is no change in the OPEC price of crude oil (now officially U.S. $34.00 per barrel) between December 31, 1981, and December 31, 1983, the price of Canadian oil discovered prior to January 1, 1981, would be able to rise by 44 per cent (or Canadian $9.35 per barrel), thus increasing significantly the price of petroleum products to the consumer.

Furthermore, the federal government's National Energy Program, announced October 28, 1980, introduced a whole new set of rules to the

continued on page 6

The Corporation's investments span four business areas. Each investment is related to one of three broad policy approaches designed to assist Government achieve a more secure energy future for Ontario.





Canadian crude oil and natural gas scene which significantly affects the ability of oil companies to participate in oil exploration and development, depending on their degree of Canadian ownership and control.

In spite of a generally more favourable near-term crude oil supply picture, therefore, the long-term outlook has not changed.

Indeed, the prospects for achieving Canadian oil self-sufficiency within 10 years seem less certain today than they did a year ago.

High public awareness and concern for energy matters is difficult, if not impossible, to sustain over any length of time. Complacency can quickly replace concern. During periods of evident oversupply and softening prices, it is correspondingly difficult for government to pursue long-term, high-cost policies designed to overcome or avoid tomorrow's supply problems. And most energy supply policy and planning must look 10 to 25 years into the future.

As Canada attempts to achieve crude oil self-sufficiency and became less dependent on that form of energy, the policies and investments required will not be natural extensions of past approaches and cannot be tied to short-term price and supply aberrations.

Energy investment in Canada is now entering a new phase. From 1973 to 1981 the cost of energy investment for government and the energy industry tended to be fairly small. But the period of low-cost investment in energy supply alternatives is over. Canada is now on the threshold of high-cost, high-risk investments.

First, to increase the supply of Canadian crude oil will require mammoth expenditures on megaprojects, often in hostile environments, on an unprecedented scale.

Second, to develop alternatives or substitutes for petroleum products will involve high technological and financial risks.

Third, investments in alternative energy sources will not succeed without concomitant policy initiatives to develop the appropriate markets and utilization systems.

Conservation will continue to be an important national priority, but it cannot provide the diversified indigenous basis of a secure energy supply. In a time of great economic uncertainty large energy investments may be risky, but they are no less essential.

This is the energy environment that Ontario and the Ontario Energy Corporation will face over the next few years.

Future Directions

Though the Corporation's assets have grown rapidly, its revenue has not kept pace. This is not surprising in view of the policy related and long-term nature of most of the Corporation's investments to date.

The future growth of the Corporation will be dependent on its ability to increase its revenue or find other ways to finance new initiatives.

A comprehensive strategic and operational review was started in the last quarter of 1981 to assess the Corporation's mandate, strategies, structure, and staffing. It is expected that this review will be complete in the coming year.

The Corporation's business activities now span a broad spectrum, ranging from conventional oil and gas through alternative energy, powersharing, and energy in transportation. These investments serve to increase the supply of oil, develop alternative fuels, or reduce the demand for energy, particularly for oil.

In total, the Corporation has demonstrated that it can play an increasingly important role in furthering the Province's energy objectives.

Changes to Boa and Staff

It was with regret that the Corporation accepted resignation of Mr. Thomas Kierans as a member of t Board. The President wish to extend to Mr. Kierans t Board's appreciation for hi advice and counsel.

As a result of changes within the Ontario Public Service, Mr. Blair Tully was appointed a Director of the Corporation. Mr. Tully i Secretary to the Board of Industrial Leadership ar Development.

In September 1981 Mr. R was appointed full-time President and Chief Execu Officer, relinquishing his other responsibilities as D Minister of Energy.

Respectfully submitted o behalf of the Board

Malcolm Rowan
President and
Chief Executive Officer



rporation's
laries and
nents

Ontario Energy Resources Ltd.
Suncor



Ontario PowerShare Ltd.
Bruce AgriPark**
Energreen

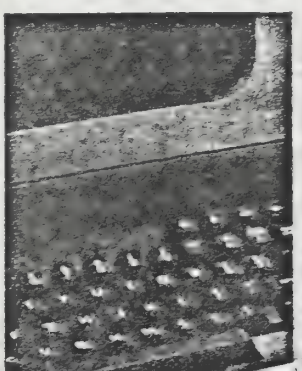


established in 1982
one venture resolved in
to convert their interest into
pany – BECDEVCO

Onexco Ltd.*
James Bay Lowlands
Hudson Bay
Southwestern Ontario
Polar Gas



Ontario Energy In Transportation Ltd.
Teleride
SAGE

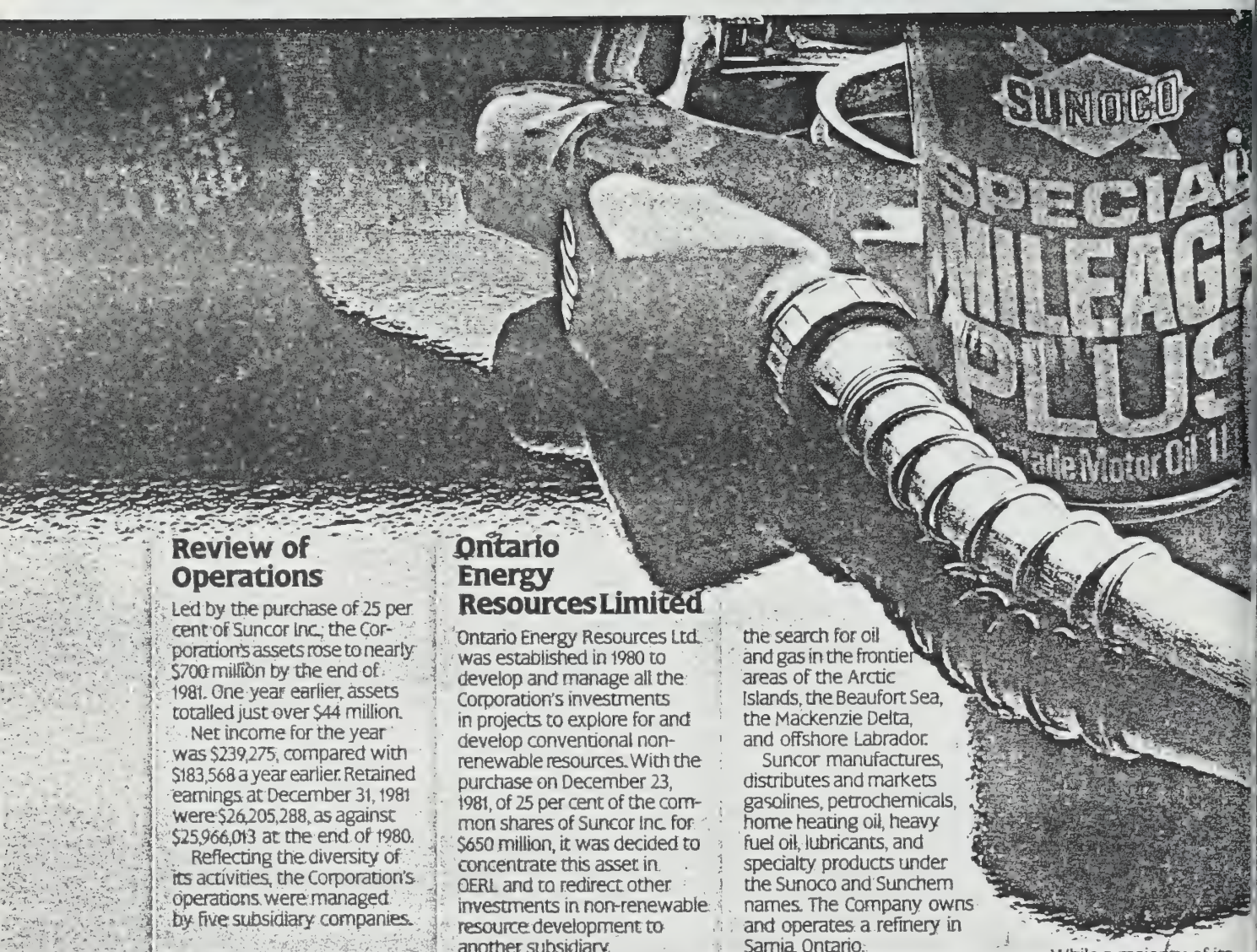


Ontario Alternate Energy Ltd.
Hamilton Garbage
Electric Generator
Omnifuel



Affiliate Companies
Ontario Van Pool
Organization Ltd.
BECDEVCO





Review of Operations

Led by the purchase of 25 per cent of Suncor Inc., the Corporation's assets rose to nearly $700 million by the end of 1981. One year earlier, assets totalled just over $44 million.

Net income for the year was $239,275, compared with $183,568 a year earlier. Retained earnings at December 31, 1981 were $26,205,288, as against $25,966,013 at the end of 1980.

Reflecting the diversity of its activities, the Corporation's operations were managed by five subsidiary companies.

Ontario Energy Resources Limited

Ontario Energy Resources Ltd. was established in 1980 to develop and manage all the Corporation's investments in projects to explore for and develop conventional non-renewable resources. With the purchase on December 23, 1981, of 25 per cent of the common shares of Suncor Inc. for $650 million, it was decided to concentrate this asset in OERL and to redirect other investments in non-renewable resource development to another subsidiary.

Suncor Inc.

Suncor Inc., one of Canada's largest oil companies, was the first in the world to tap the enormous potential of the oil sands on a commercial scale. Today, Suncor operates both mining and steam stimulation projects recovering hydrocarbons from the oil sands of Alberta. The Company explores for, and produces, conventional crude oil and natural gas in Canada's western provinces and participates in the search for oil and gas in the frontier areas of the Arctic Islands, the Beaufort Sea, the Mackenzie Delta, and offshore Labrador.

Suncor manufactures, distributes and markets gasolines, petrochemicals, home heating oil, heavy fuel oil, lubricants, and specialty products under the Sunoco and Sunchem names. The Company owns and operates a refinery in Sarnia, Ontario.

Suncor is independently directed and managed by Canadians and pursues a policy of responding to Canadian needs.

Overall, the Company has 4,600 employees, of which 2,000 are in western Canada and the balance are located in Ontario and Quebec.

Suncor Inc. was formed in 1979 with the merger of Sun Oil Co. Ltd. and the Great Canadian Oil Sands Ltd. It has assets of $1.76 billion (end 1981).

In 1980, based on the Financial Post's survey of the largest 500 companies, Suncor ranked:

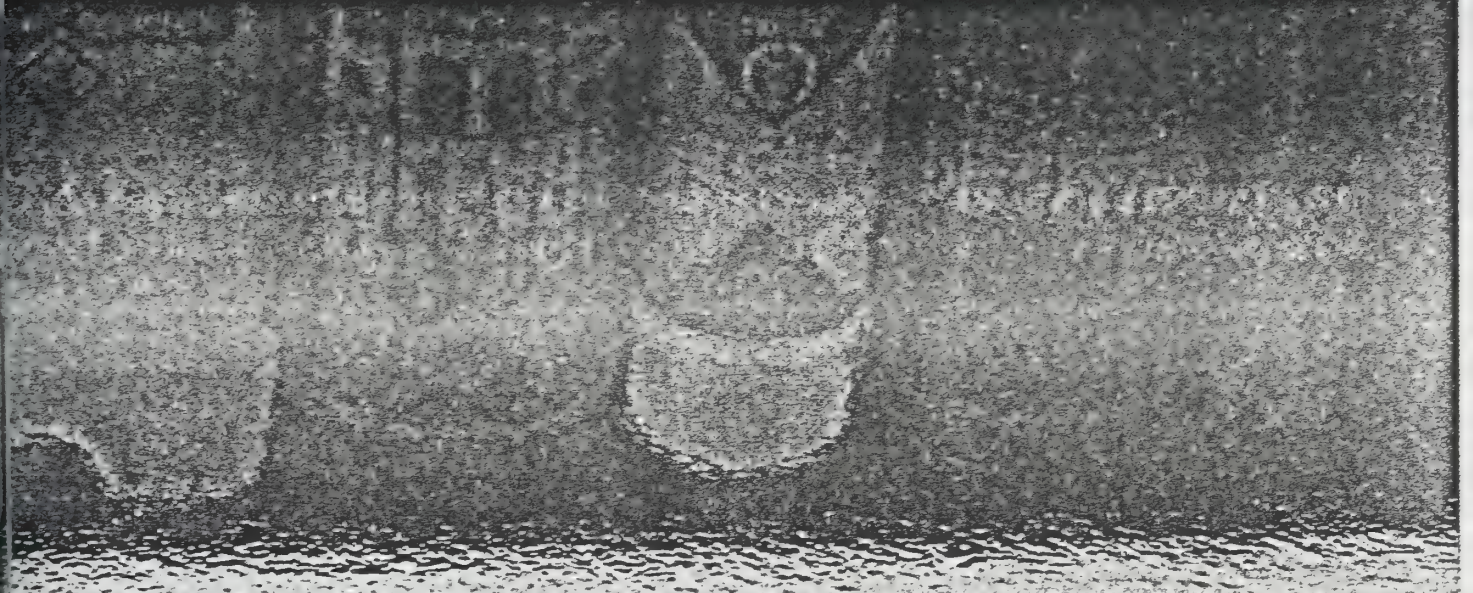
- 50 in terms of sales ($1.26 billion)
- 36 in terms of assets ($1.7 billion)
- 11 in terms of net income ($306 million)



While a majority of its common shares (approx. 7[illegible] per cent) are still owned by Sun Company, Inc. of the United States, the Sun Company has agreed that it will use its best efforts to sell at least another 26 per cent of Suncor shares to Canadians. If it does not achieve that objective by the end of 1984, the Ontario Energy Corporation has an opportunity to negotiate a further purchase of 13 per cent of Suncor shares. If, by the end of 1986, the Sun Company still has not sold a total of 51 per cent of its shares to Canadians, the Corporation has an opportunity to negotiate the purchase of another 13 per cent.

The Sun Company has also agreed that Suncor shares will be offered to the Canadian public. As well, it has agreed that Suncor will undertake an aggressive exploration and development program.

The Corporation has proportionate representation (currently 3 out of 14 directors) on the Suncor Board of Directors.



)ntario's 'olicy)bjectives

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Suncor is a good
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anadianization of
enhance Canada's
energy supply
; that company to
take advantage of the new incentives for the development of non-conventional oil resources. Such incentives are now denied to Suncor because it is foreign-owned.

Stated another way:

- Ontario's investment in Suncor speeds up the transfer of ownership and control of that company to Canadians.
- Ontario's investment will help Suncor take advantage of the federal government's petroleum incentives and helps Canada become oil self-sufficient.
- Ontario's investment in Suncor gives the Province greater opportunity to influence national energy policy and to protect the consumer.
- Ontario purchased Suncor shares at a good price and its investment will be to the benefit of the Ontario taxpayer.

Security of Supply

Security of crude oil supply is still Canada's top energy priority today. We import close to 25 per cent of our needs, and it will take at least ten years to achieve oil self-sufficiency unless governments employ draconian measures on the price and/or the demand side. Given the inherent instability of most of the oil-exporting areas of the world, Canada must not delay its efforts to achieve that goal – this notwithstanding today's plentiful crude oil supply picture and softening world prices.

Ontario's perspective on the changing energy scene from 1973 to date, its emphasis on supply security and the need to accommodate the aspirations of producers and consumers, has been a more accurate reading of reality than the positions of most other participants in the energy policy-making process in this country.

Ontario played a lonely and at times highly criticized role during that period, but events have vindicated the perseverence and leadership which this Province has displayed. Many aspects of Canada's oil and gas policy today reflect the principles which Ontario has advocated over the past few years.

The rules of the energy game have changed substantially in the past few years. Ontario is neither an energy (oil and gas) rule maker nor an energy rule regulator. Nonetheless, Ontario is the major energy consumer in Canada. As the rules change, so must this province. It cannot stand still. The Suncor purchase is of strategic importance to Ontario and to Canada.

Canadianization

Ontario is encouraging the Canadianization of Suncor because, unless Suncor becomes Canadian-owned and -controlled, it will not be able to participate fully in the new exploration and development incentive system as set out in the federal government's National Energy Program (NEP).

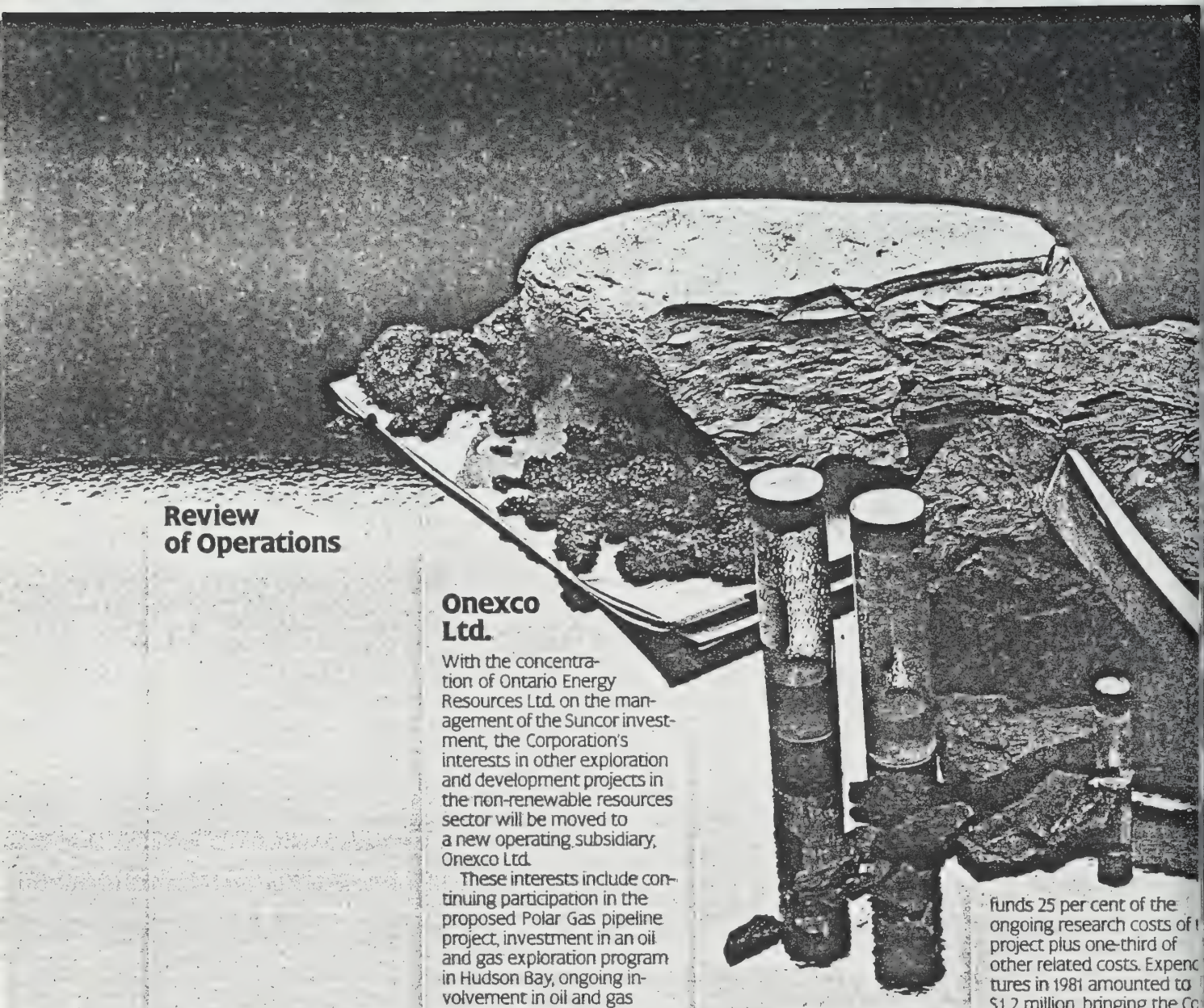
With the introduction of the NEP, the petroleum industry's rules changed from the traditional tax incentive system to an incentive payment (grant) system. The rationale given for the need to change the rules is that the value of Canada's petroleum reserves occasioned by international events has increased considerably.

Given this increased value and the fact that the petroleum industry is largely foreign-controlled, it was felt by the federal government that a large increase in the value of Canadian petroleum reserves would further increase foreign control over the Canadian economy. Accordingly, it was believed that the pace and priority of Canadian energy projects would largely be determined by foreign companies.

The federal government's three goals for the Canadianization process are to achieve:

- at least 50 per cent Canadian ownership of oil and gas produced by 1990;
- Canadian control of a significant number of larger oil and gas firms; and
- an early increase in the share of the oil and gas sector owned by the Government of Canada.





Review of Operations

Onexco Ltd.

With the concentration of Ontario Energy Resources Ltd. on the management of the Suncor investment, the Corporation's interests in other exploration and development projects in the non-renewable resources sector will be moved to a new operating subsidiary, Onexco Ltd.

These interests include continuing participation in the proposed Polar Gas pipeline project, investment in an oil and gas exploration program in Hudson Bay, ongoing involvement in oil and gas exploration within Ontario itself, and the initial investigation of the development potential of some of the province's indigenous energy resources, including oil shale, lignite, and peat.

Polar Gas

In order to provide Ontario with an interest and voice in major natural gas developments of the future, the Corporation is a partner, along with TransCanada PipeLines Ltd., Panarctic Oils Ltd., Tenneco Oil of Canada Ltd., and Petro-Canada in the Polar Gas project involving construction of a pipeline connecting Arctic Island and Mackenzie Valley/Beaufort Sea gas reserves to southern markets.

The pipeline, proposed for construction by the 1990s at an estimated cost of $11.6 billion (1980 dollars), would have an initial capacity to bring 2.1 billion cubic feet of gas a day – the equivalent of 370,000 barrels of oil – from the high Arctic to Ontario markets. Its capacity could be expanded to as much as 3.3 billion cubic feet per day.

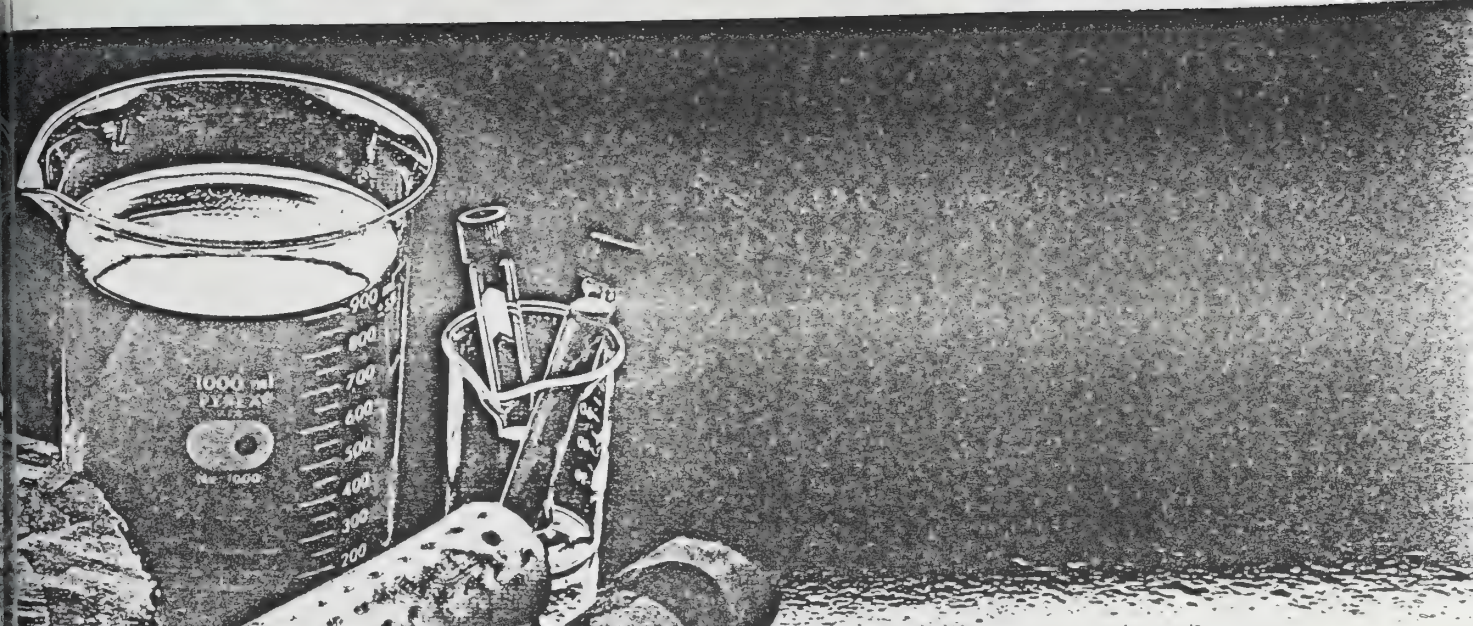
Under the partnership agreement, the Corporation funds 25 per cent of the ongoing research costs of t project plus one-third of other related costs. Expend tures in 1981 amounted to $1.2 million, bringing the Co poration's total investment date to $16.2 million.

Hudson Bay

In October 1981, the Corpor tion, in equal partnership with Canadian Occidental Petroleum Ltd. and Sogepe Ltd., received an Explorati Agreement from the feder government to explore for and gas in Hudson Bay. The Agreement, for five years starting January 1, 1982, cov an area of some 72 million acres and is the largest ex ration licence ever grantec in Canada.

The first phase of explor tion, scheduled for the summer of 1982, will involv a 5,000 kilometre marine seismic survey at an estim cost of $7.6 million. With po tive results, a similar seis program will be undertake the following year. It is hop that drilling will begin in the fifth year. If commercia reserves are found, it is





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n Service Ltd., the operator,
P etro-Canada Explora-
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eys were made during
e irst half of the year and
D cember an exploratory
e was drilled to a depth of
0 metres in Dereham
nship, Oxford County, some
iles southeast of London.
well, while not com-
ercially exploitable, indicated
presence of hydro-
ons; further exploratory
ng is planned in 1982.

The Corporation also was involved in preliminary investigation of the economic and technical feasibility of recovering the remaining oil from Ontario's older producing fields using oil-mining techniques. Discussions are continuing with private companies and other government agencies on this subject.

During the year the Corporation continued to assess and evaluate a number of potential investment opportunities in oil and gas projects in Ontario, western Canada, and on Canada Lands, both in the Arctic and off the East Coast. Further investment decisions are expected to be made in 1982.

Oil Shale

Following preliminary investigation conducted in 1980, a study was initiated in the spring to confirm the presence and nature of Ontario's oil shale resources. The study included field investigation, collection of samples, geological interpretation, and laboratory analyses. A final report is expected in spring 1982, and initial results are encouraging. During 1981 preliminary investigation also was completed on the potential environmental impact of oil shale development.

Lignite

In 1980, the Corporation received a three-year exploratory licence from the Ministry of Natural Resources covering one million acres in the James Bay Lowlands area, north of Timmins. The first term of that three-year program was completed on August 31, and the second phase commenced immediately thereafter.

The field program during the year included drilling and geophysical work and extensive laboratory analysis was under way at year's end. Results to date indicate a number of lignite occurrences and at least one significant discovery within the licence area. An expanded field program is planned for 1982, as are continuing efforts to obtain private sector participation in the program. Investigation is also continuing into processing technologies and potential markets; further research is required in both areas before investment decisions can be made.

Lignite, a low-ranked coal, can be burned directly for such things as the generation of electricity or as a feedstock for the production of alternative fuels.

Peat

The Corporation continued its contacts with several private companies interested in the commercial development of Ontario's large peat deposits, which, depending on future energy prices, may become attractive as a fuel source. While no investment decisions have been taken, the Corporation continues to work closely with the Ministries of Energy, Natural Resources, and Northern Affairs in studying possible energy applications of peat as well as the regulatory and development framework appropriate to this resource.





Ontario Alternate Energy Limited

While promoting the development of secure oil and gas supplies to meet Ontario's current and future needs, the Corporation is committed to promoting the development of alternative energy forms from the province's indigenous resources. Through Ontario Alternate Energy Ltd., this effort is focused on the production of energy from waste and the development of alternative fuels for transportation.

Energy from Waste

The Corporation continued during the year to pursue projects designed to help achieve the target established by the Ministry of Energy: to have 3.8 per cent of Ontario's energy needs in 1955 – the equivalent of 8.5 million barrels of oil a year – met from municipal solid waste, fore mill residue, and industrial by-product heat recovery.

An Environmental Asses ment Report on the Nordfil EFW project in North Bay w submitted to the Ministry the Environment for review and approval. The Corporat continued to assess its par ticipation in the project and establish project financing.

Progress on the propose Commissioners Street Incinerator Waste Recover Project in Toronto was held up following a change of ownership of the paperboa mill which had been identif as the potential customer



...steam energy to be ...fated. The new owner ...missioned a risk analysis ...of the proposal and ...took discussions with ...to on it. At year's ...the Corporation was ...ing the outcome of ... developments.

...December 1981 a joint ven... agreement was signed ...een the Corporation, ...tech Inc., and Omnifuel ...cation Systems Ltd. to ...op and market com... ...al gasification systems ... forest biomass to ...ce energy for heating or ...ving diesel engines or ...eedstock for methanol ...ction. Work will ...nue in 1982 to develop ...onal markets for ... systems.

Electrical Generation at SWARU

In March 1981 the Corporation signed a formal agreement with Tricil Ltd. of Mississauga to develop electrical generating capacity to be added to the refuse-burning plant (SWARU) of the Regional Municipality of Hamilton-Wentworth. Previous feasibility studies had established that a 4 megawatt turbine generator could function simultaneously with the incinerator and produce the equivalent of 800,000 gallons of fuel oil a year, enough to heat 1,300 homes. Project engineering progressed during the year, and the installation of the generator was expected to be completed for start-up in mid-1982.

Alternative Fuels

As part of the Province's overall conservation and oil substitution program announced in 1980, an Alternative Fuel Supply Development (AFSD) Program is being developed by the Ministry of Energy with the Corporation designated as the systems contractor for all but farm-scale units. To achieve the goal of alcohol fuel use readiness by 1986, the Corporation and the Ministry of Energy have agreed in principle on a 5-year work program with three priorities: assessment of the role of alcohol fuels in displacing petroleum as a transportation fuel; demonstration of an integrated process for the production of ethanol from wood; and demonstration of the production of a suitable synthesis gas and transportation grade methanol using methanol and a feedstock indigenous to Ontario. A detailed agreement is expected to be concluded early in 1982.

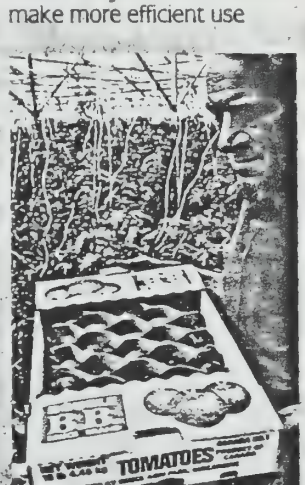
During the year, Ontario Alternate Energy Ltd., the Corporation's operating subsidiary in this area, signed an agreement with Weston Energy Resources Ltd. and George Weston Ltd. to invest $4.7 million over three years to develop, test, and produce ethanol from wood biomass. A pilot plant is to be completed by 1983, utilizing a novel fermentation process to achieve more rapid production and higher-grade yields of alcohol. Discussions continued with a number of other private companies on possible joint ventures.



Review of Operations

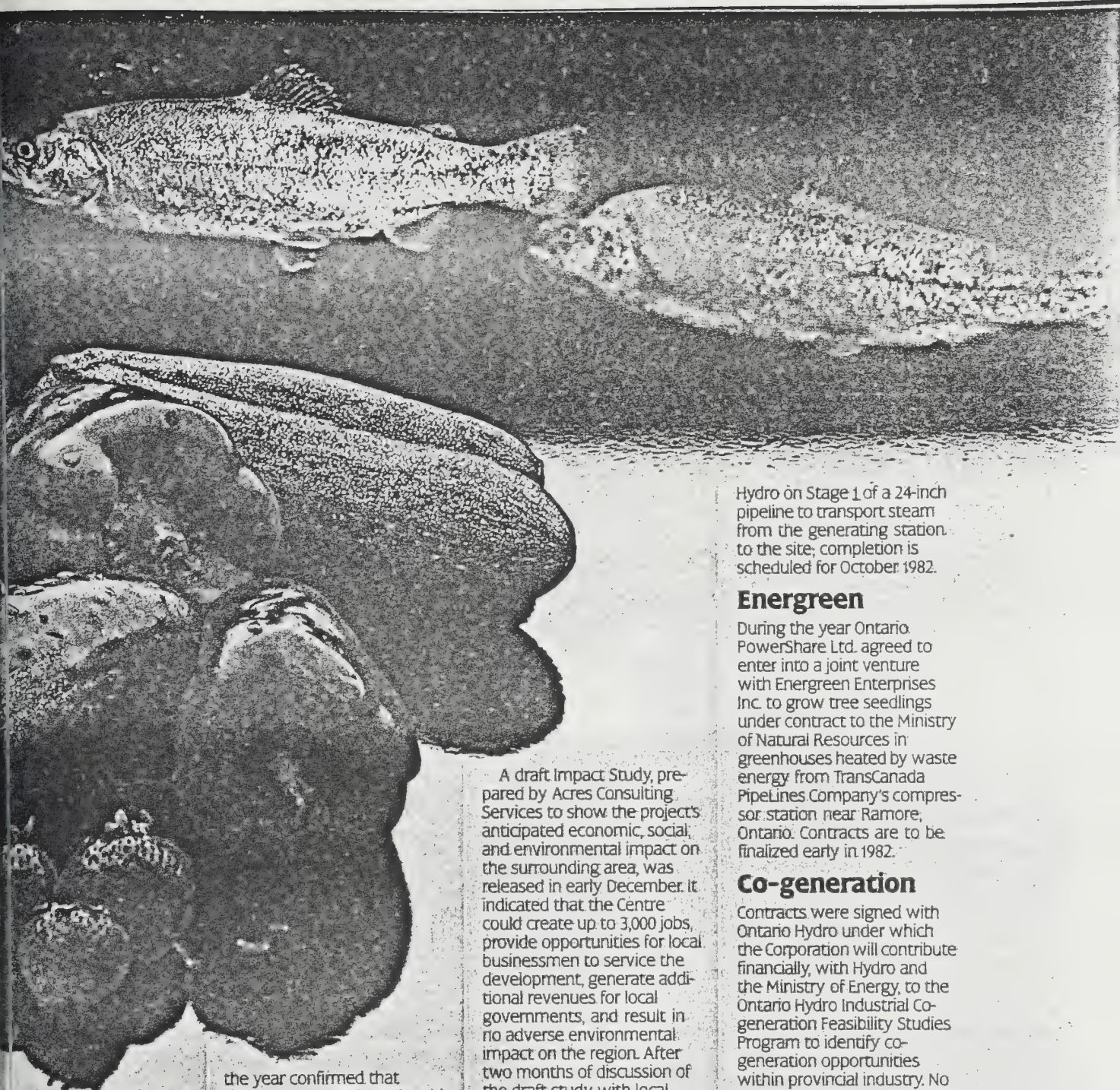
Ontario PowerShare Limited

Co-generation and by-product heat generation are two methods by which Ontario can make more efficient use of indigenous energy sources and thus reduce its dependence on non-renewable energy. This is the thrust of Ontario PowerShare Ltd., whose efforts have been devoted on the development of the Bruce Energy Centre.



Bruce Energy Centre

During 1981, the Corpo
along with six private s
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c Nuclear Power Develop-
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BI DEVCO equity is 50
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Tl Corporation's subsid-
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o Hydro for an initial
y of 250,000 pounds
ur of steam. The exclu-
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n pounds per hour are
in negotiated. Ultimately,
s pected the BNPD could
ce 10 million pounds of
a per hour, the equivalent
000 barrels of oil per day.
Financial and market
al es completed during the year confirmed that the Bruce Energy Centre could be a viable project on a commercial basis. Land for the first stage of the development was purchased, and additional land was optioned for subsequent development. Negotiations proceeded with the Centre's first major industrial customer, and discussions were held with several other potential users. A prototype greenhouse, operated since 1979 to establish the feasibility of using nuclear-generated steam as an energy source for year-round agriculture, completed its third successful year of operation, and plans were made to replace it with a commercial greenhouse operation as part of the first stage of development.

A draft Impact Study, prepared by Acres Consulting Services to show the project's anticipated economic, social, and environmental impact on the surrounding area, was released in early December. It indicated that the Centre could create up to 3,000 jobs, provide opportunities for local businessmen to service the development, generate additional revenues for local governments, and result in no adverse environmental impact on the region. After two months of discussion of the draft study with local governments and residents, the report is to be finalized early in 1982 and submitted to the government.

A Harbour Feasibility Study to provide a needed water transportation connection to the project was initiated by the Province in co-operation with Transport Canada and Public Works Canada. Proposals were called leading to the selection of a consultant in February 1982 and submission of a report by mid-1982.

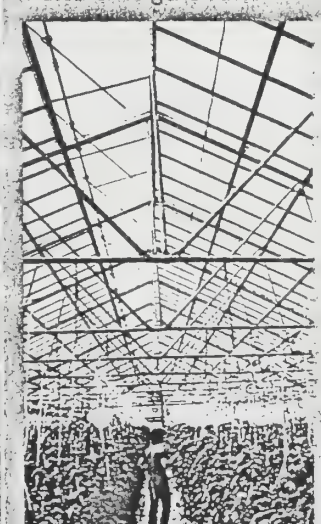
During the year construction was begun by Ontario Hydro on Stage 1 of a 24-inch pipeline to transport steam from the generating station to the site; completion is scheduled for October 1982.

Energreen

During the year Ontario PowerShare Ltd. agreed to enter into a joint venture with Energreen Enterprises Inc. to grow tree seedlings under contract to the Ministry of Natural Resources in greenhouses heated by waste energy from TransCanada PipeLines Company's compressor station near Ramore, Ontario. Contracts are to be finalized early in 1982.

Co-generation

Contracts were signed with Ontario Hydro under which the Corporation will contribute financially, with Hydro and the Ministry of Energy, to the Ontario Hydro Industrial Co-generation Feasibility Studies Program to identify co-generation opportunities within provincial industry. No investment decisions have resulted to date. Proposals were evaluated involving the use of effluent cooling water from nuclear generating stations to moderate temperatures in trout rearing tanks, the refurbishment of mini-hydro-electric sites, and the burning of wood waste for co-generation.



Review of Operations

Ontario Energy in Transportation Limited

Fully half of Ontario's consumption of petroleum is accounted for by the transportation sector, 35 per cent of it by private automobiles. If the use of various modes of public transit could be increased by 30 per cent, Ontario could save as much as 3 million barrels of oil a year. Through its subsidiary, Ontario Energy in Transportation Ltd., the Corporation is working actively toward that objective. Further worthwhile progress was made in 1981.

Commercial Van Pooling

The operations of Ontario Pool Organization Ltd. formed a year earlier t encourage the use of instead of private cars transport employees t from the workplace, w expanded during the y Twelve more vans we into service, raising the number in service to 3 A total fleet of 35 vans





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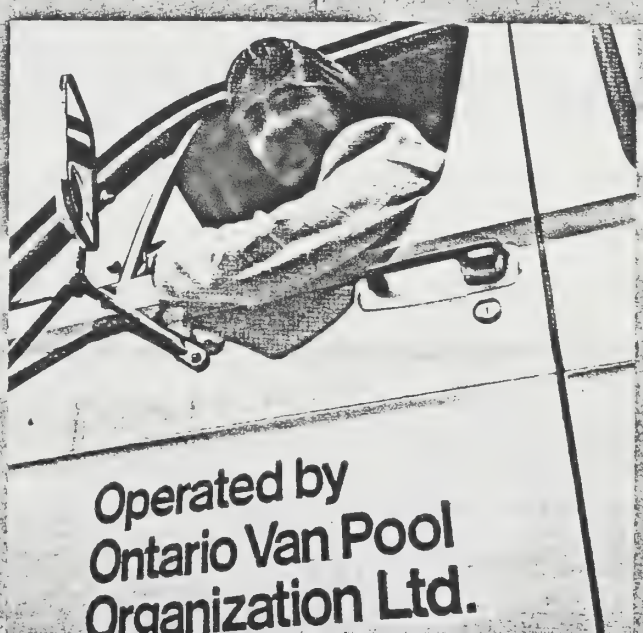
ities of Toronto and Ottawa, new services were added at the Denison Mines site at Elliot Lake. A survey of riders confirmed that 83 per cent recommended the service as an efficient alternative to the private automobile.

Computerized Transit Systems

Similar success was achieved in marketing the Teleride computerized transit system, which uses a "talking" computer to provide up-to-the-minute scheduling and routing information to prospective passengers. The system, a joint venture between the Corporation and Teleride Corporation Ltd. of Toronto, completed its first significant United States sale in Columbus, Ohio, making it the only proven product of its kind in use in the United States. Other smaller contracts were signed in San Francisco, New York City, Kitchener-Waterloo, Hamilton, and Winnipeg, and a bilingual system, installed a year earlier in Ottawa, was expanded.

In a complementary effort to market computerized systems to assist transit managers rather than passengers, the Corporation joined in August with SAGE Management Consultants Limited of Toronto to form SAGE Transportation Management Systems Limited. Ontario Energy in Transportation is an equal partner in the company, having advanced it $400,000 by way of cash debenture with a commitment to advance up to a further $600,000. The company offers both hardware and software systems to improve transit scheduling, operations, maintenance, and administration.

During the year Ontario Energy in Transportation also evaluated a number of proposed projects involving electric vehicles, Ontario/Canadian manufacture of propane carburation and universal alternative fuels carburation equipment. No final investment decisions were taken on these proposals.



Ontario Energy Corporation Consolidated Balance Sheet

December 31, 1981

Assets	1981	
Current Assets		
Cash, short-term deposits and accrued interest	$ 22,840,915	$27,2
Accounts receivable	74,441	
Due from affiliated companies	164,683	5
Due from Treasurer of Ontario	656,396	
	23,736,435	27,7
Investments (Note 2)		
Suncor Inc.	647,268,726	
Polar Gas	16,199,929	15,0
Other	5,678,578	1,3
	669,147,233	16,3
Deferred Project Expenditures	350,057	1
Furniture, Equipment and Leasehold Improvements	196,310	
Total Assets	$693,430,035	$44,3

iabilities	1981	1980
urrent Liabilities		
ccounts payable and accrued charges	$ 1,587,247	$ 2,693,242
urrent portion of long-term debt	16,325,000	75,000
	17,912,247	2,768,242
ong-term Debt (Note 3)	634,312,500	637,500
tal Liabilities	652,224,747	3,405,742
hareholders' Equity		
hare Capital		
uthorized		
000,000 common shares		
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),000,000 non-voting special shares		
th no par value		
ssued and fully paid		
000,000 common shares	100,000,000	100,000,000
ess		
700,000 common shares		
eld in treasury – at cost	(85,000,000)	(85,000,000)
etained Earnings	26,205,288	25,966,013
tal Shareholders' Equity	41,205,288	40,966,013
tal Liabilities and Shareholders' Equity	$693,430,035	$ 44,371,755

Approved by the Board:

Director

Director

Ontario Energy Corporation Notes to the Consolidated Financial Statements

December 31, 1981

1. Significant Accounting Policies

Basis of consolidation
The consolidated financial statements include the accounts of the Corporation and its wholly-owned direct subsidiaries which are:
Ontario Alternate Energy Ltd.
Ontario Energy In Transport Ltd.
Ontario Energy Resources Ltd.
Ontario PowerShare Ltd.

Investments
Investments are accounted for using the equity method.
The purchase price paid by the Corporation includes, in addition to its share of the net book value of Suncor Inc., $384,800,000 which relates primarily to oil sands and conventional oil and gas reserves and will be amortized over their estimated lives.
The interest on funds borrowed to finance the purchase of the Suncor shares will be capitalized to the extent it relates to the purchase price of Suncor's undeveloped oil and gas properties.

Deferred project expenditures
Charges for services received in connection with continuing projects being investigated are initially reflected as deferred project expenditures. When an investment is made, the accumulated deferred project expenditures are treated in accordance with the applicable agreements. When management decides not to pursue a project the deferred project expenditures are charged to expense.

Furniture, equipment and leasehold improvements
Furniture, equipment and leasehold improvements stated at cost less accumulated depreciation and amortization. Depreciation determined using the straight line method over a period sixty months. Leasehold improvements are stated cost and are amortized ov the terms of the leases.

Income taxes
The Corporation is not sub to income taxes so long a less than 90% of its outsta ing shares are held directl indirectly by the Province Ontario. All of the Corpora outstanding shares are presently held by the Prov of Ontario.

Pensions
Pension costs are charge earnings on a current bas

2. Investments

Suncor Inc.
The Corporation purchased approximately 24.87% of the outstanding shares of Suncor Inc. from Sun Company, Inc. on December 23, 1981. No equity adjustment has been made with respect to the period from December 23 to 31, 1981.
On February 19, 1982, the Corporation offered to purchase for $51.26 each the 69,885 shares of Suncor Inc. not already owned by the Corporation or Sun Company, Inc.

Polar Gas
The Corporation is one of five continuing participants, four of whom are presently providing funds, in the Polar Gas Project and accordingly bears 25% of the ongoing research costs and 33⅓% of costs related to the application for regulatory approval. The purpose of the project is to determine the feasibility of constructing and operating facilities for the transmission of natural gas from areas in the Canadian Arctic to southern markets.
In the event a company is formed to build and operate transmission facilities, each participant's interest is convertible into equity or debt of such company. Alternatively, under certain circumstanc each participant's interest be repaid.

Other
The Corporation has inve in energy related projects various types, many of wh are in the developmental stage, and has made furth commitments towards the projects aggregating app imately $2,400,000. In ad the Corporation is require spend a further $3,900,0 September 30, 1983 to ma tain certain project explor rights.

Photography: Ken Davies

Long-Term Debt

	1981	1980
Note from Treasurer of Ontario	$ 637,500	$712,500
Notes due to Sun Company, Inc.	325,000,000	—
Loan to Treasurer of Ontario	325,000,000	—
	650,637,500	712,500
Less portion due within one year	16,325,000	75,000
	$634,312,500	$637,500

The note from the Treasurer of Ontario bears interest at 7% and is repayable in annual instalments of $3,500. The notes due to Sun Company, Inc. are payable in 20 semi-annual instalments commencing on June 5, 1982 of $8,125,000 for each of the first 10 instalments and $24,375,000 for each of the remaining 10 instalments. Interest is payable semi- annually at the rate of 14.357%. The Treasurer of Ontario has stated that it is the intention of the Government of Ontario to ensure the Corporation has sufficient funds to pay the notes.

The amount due to the Treasurer of Ontario is a non-interest bearing demand loan. It is not the intention of the Treasurer of Ontario to demand payment of the loan in the forthcoming year.

Sale of Participation in Syncrude Project

The Corporation sold its participation in the Syncrude project in 1978 subject to the final adjustment of the amount due to the purchaser by the Corporation. The Corporation had provided for estimated additional costs of $2,500,000 in 1980. The actual amount of the final settlement was $2,514,906.

Remuneration of Directors and Senior Officers

The directors of the Corporation who are not employees receive director's fees. The Corporation employs six senior officers as defined in The Business Corporations Act, Ontario. The aggregate remuneration paid or payable for the year by the Corporation and its subsidiaries to its directors and senior officers, amounted to $315,723. The salary of an officer of the Corporation was paid by the Province of Ontario.

Co-operating in Energy Ontario.

Printed in Ontario/Canada

Rec'd Feb. 23/83

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THE DENIAL OF FOREST RESOURCES TO THE LOCAL RESIDENTS OF THE NORTH

by

North Shore Citizen's Committee for Responsible Forest Management

This report has been prepared at the personal expense of the residents of the Port Arthur Crown Management Unit without any financial assistance whatsoever.

[illegible] evening:

My name is Gordon Whitely, and I have come here from Lass Lake representing the North Shore Citizen's Committee for Responsible Forest Management.

Our committee represents the interests and concerns of the residents of the North Shore Lake Superior East of Thunder Bay, which also includes the Black Bay Peninsula. This area, for the clarification of the Commissioner, falls within the Port Arthur Corwn Management Unit of the Ministry of Natural Resources.

It is the impression of our committee that the minister of Natural Resources' planning process is over and having received neither satisfaction nor answers to our concerns or questions, we did not know where else to turn. It is with feelings of frustration and futility that we are here tonight. What else could we feel after having gone through a process controlled by a provincial government that not only didn't care what the citizens of its north had to do or say, but did their utmost to try and minimize and localize the situation to an extent that the whole process was not only a meaningless exercise, but a Cunning & Cruel Con perpetrated on the residents of the north to try and cover up ineffective or non-existent government policies and the continuing great corporate giveaway. To whose benefit, you may ask? So do we.

If I may now read into your record, the first statement of the North Shore Citizen's Committee Responsible for Forest Management on the gravity of large-scale timber harvesting rights in the Port Arthur Crown Management Unit as made to the Cabinet

Committee on Resources Development, Thursday, February 18, 1982

Kenora, Ontario. (Brief)

Recently the citizens of this area have been confronted with the possibility that the Minister of Natural Resources and his staff will grant extensive timber rights in this area to Buchanan Forest Products Limited of Thunder Bay. This, it appears, will take place without the benefit of any form of public consultation nor any consideration of the impact such a decision would have on local and traditional users of the forest resource and the communities of which they are a part. We are convinced that if the Buchanan application which is presently before the Minister were to be approved at this time, it would represent a devastating and callous disregard for the interests and concerns of the local residents of the area.

The decision to grant timber cutting rights on such a scale as that contemplated in the Buchanan application would have nothing short of an overwhelmingly negative impact on the well-being and livelihood of those of us residing in this area.

What appears to be a profound negativism on our part did not, let me assure you, come easily. It has been seeded and nurtured by the Ministry of Natural Resources for the past decade and possibly longer for those who choose to remember.

In 1972 there were approximately one hundred and sixty (160) local timber contractors operating in the area. Today there are less than fourty (40). It has been a consistent practice on the part of the Minister of Natural Resources and his staff to eliminate local enterprise by limiting the number of cutting licences and permits available to local residents. This policy of attrition is ostensibly due to a shortage of available timber in the area.

On one hand, the Minister and his staff deliberately limit local residents access to timber resources in the area. On the other, he and his staff are negotiating for single corporate access to this same timber resource on a infinitely larger scale. One cannot help but see the hidden agenda -- little for the many, much for the chosen few.

If all of a sudden there is enough harvestable timber to consider granting such extensive access to large-scale operators such as Buchanan Forest Products, why have the legitimate requests of so many local residents been so consistently denied? Why are we still met with the patently false explanation that there is not enough wood available for all responsible local applicants to be granted reasonable access?

We don't expect you to answer that one too quickly.

The North Shore Citizens' Committee for Responsible Forest Management is not comprised only of small-scale logging contractors and sawmill owner-operators. Many of us are farmers and fishermen who depend on winter timber harvesting to carry them through the year. Others are hunters, sport fishermen tourist operators. Still others are conservationists, naturalists, trappers, teachers, mill workers, recreationalists, and so on.

Despite the many different uses for which each of us utilizes the forest resource, we are all united in our opposition to very large-scale cutting operations by a one single operator such as Fletcher Forest Products Limited. We are not willing to stand-by and have our, at the very least, equal claim to the use of this forest resource ignored.

What we seek as a group of local citizens whose use of the forest resource and the natural environment which sustains it is both varied and long-term, is a continued pattern of resource use compatible with the economic and environmental needs of each of our fellow citizens. We know from experience that what is compatible with our right to pursue each of those various uses and the needs of our fellow citizens is a form of use of the forest resource in which one citizen's use does not preclude or eliminate its use by others. Small-scale logging and milling operations by local residents have not interfered

with the right of other local residents to use the resources of the area in the past. We are convinced that they will not interfere with these rights of use in the future even if greater access to the forest resource were given local, small-scale operators to adequately meet their long-term economic needs. This is what we mean by responsible forest management.

What is clearly incompatible with our rights to varied and long-term use of the forest resource would be for the Minister of Natural Resources and his staff to allocate large-scale timber rights to a single user in this area. Such an allocation and the potential scale of operations it would bring about would clearly preclude or at least severely reduce the rights and access of local users. Short-term benefit would leave the area, we would be left to bear the long-term cost. This is, to us, irresponsible forest management.

What we seek is a kind of environmental democracy where cost and benefit are met on a relatively equitable basis by all . What you offer is a kind of environmental dictatorship the cost is at the expense of the local residents and the benefit is channelled to outside interests.

We have come to Kenora today at our own expense to ask -- to insist -- that the Minister of Natural Resources and his colleagues on the Cabinet Committee on Resources Development seriously consider granting approval on the Buchanan application at this time. Further, the North Shore Citizens Committee for Responsible forest management demands that the Minister delay

any decision on this application for cutting rights in our area pending a full public hearing and a full disclosure of the Ministry's policy on local and traditional users.

At this public hearing we would expect the Minister and his staff to:

(1) explain their rationale for entertaining the Buchanan application over the heads and without the consultation of local residents;

(2) explain how and why the decision to encourage Buchanan Forest Products was taken and what alternatives were considered;

(3) explain the basis of the decision to exclude local residents and users of the forest resource from participation in the evaluation and decision-making process on the Buchanan application;

(4) explain their plans for mitigating the negative economic and environmental impacts to local residents and resource users;

(5) explain their policy on local and traditional users to the satisfaction of local residents and the public at large;

(6) explain how the Ministry's regional and district land use planning process (both yet not completed) proposes to solicit, consider and incorporate local needs and concerns as laid out in the Ministry's publication Guidelines for Land Use Planning, particularly section five, "(Public) Involvement in the Planning Process".

As citizens, we want to be informed, consulted and involved in the decisions which affect our lives. We want to see this decision about the allocation of public resources and others like it take place in an accessible and responsible climate of public accountability. The Ministry of Natural Resources' public participation policy is supposed to guarantee this to the citizens of Ontario -- let's see them deliver on it. We believe that a public hearing is an appropriate opportunity to do so.

Along with this brief, numerous personal letters and a petition signed by over 400 local residents, was presented to the Minister of Natural Resources, Alan Pope.

Not only did the Honourable Minister refuse to come to ... but now, one year later, we have still received no answers from him, his ministry or any of the other Honourable Ministers ... Deputy Ministers on the Cabinet Committee for Resource ... development. We continued to try and communicate with the ... Minister, using correspondence, radio, T.V. and the press. Of ... course, not having a northern Ontario newspaper read in all the ... northern communities, we had to go to the Globe and Mail, Canada's ... national newspaper, where it became quite evident they weren't ... interested in Northern Ontario issues either.

Then came the Dorion Resolution passed by Northern Ontario ... Municipal Association and 40 other townships supporting the first ... priority of the local citizens over any companies in Resource ... Allocation Decisions.

We then finally received a letter from the Minister of ... Natural Resources telling us to go through the District Planning ... process. We attended all "Open Houses" in our area; 2 in Nipigon ... and 1 in Thunder Bay, only to find out our issue would not be ... dealt with in either the District Land Use Planning or Port Arthur ... Crown Management Unit Processes. It was during this process that ... the Minister decided to ignore history and created his own definition ... of Traditional User, "those that have consistently, without a break, ... operated in the Port Arthur Crown Management Unit for the past 5 years".

[illegible]get about the other 100 or so independent operators MNR policy put out of business, and all the residents who operated on an occasional, as the need and opportunity arose basis, and the numerous applicants on file despite the ministry's unwritten policy of trying to discourage anyone from even applying. He forgot all these northern citizens but he made sure his definition included the one Corporate Conglomerate his ministry had been favouring local residents in favour of all along. Our thanks and support go out to dedicated forester and Nipigon citizen of the [illegible] Don McAlpine, for exposing the tip of this seemingly corrupt [illegible]berg. We understand he's been exonerated of fault, and back on the payroll, though ordered to stay at home awaiting charges by [illegible]ge for unauthorized use of a photocopier.

During this MNR planning process, several concerns came [illegible]rface as this letter to Acting District Manager, Ron [illegible], will indicate. (Letter April 30, 1982)

Dear Mr. Lessard:

Thank you for your letter of April 28th explaining your reasons for declining our invitation to meet with the North Shore Citizen's Committee for Responsible Forest Management.

We regret you are not feeling able to meet with us at this stage of your district land use planning process and look forward to meeting with you at an apparently more appropriate time in early June.

We must admit, however, a number of points in your letter puzzle us.

Our committee did not request to meet "and debate" land use and management plan issues. We only asked (1) to discuss our involvement in the district land use planning process, and (2) to receive further background information which we felt to be relevant to that involvement.

Mr. Pope has told us (1982.03.30) that the matter of access to the Black Bay Penninsula is being addressed within the current land use planning process at the District level. He also assured us that the forest management planning and district land use planning processes involving the Port Arthur Crown Management Unit were proceeding with the broadest of public consultation and participation. Why, then, refer us only to the Port Arthur Crown Management Unit plan and public review? Mr. Pope sent us to you to deal with this issue now and you send us back to Mr. Pope to deal with it later?

Do you only want response on <u>your</u> rather meagre background information? Should not the public be in a position to contribute and/or request additional information which it sees to be crucial to the development of optional plans?

.../2

Should "public consultation" not also include the relevant concerns and needs of the public as a prerequisite to the development of optional plans rather than as an afterthought? What exactly is the public's role in optional plan development? Is public consultation and involvement in the district land use planning process come only after each stage is completed? Should it not also come as an essential input to each stage of the planning process?

In this letter, we requested a clarification on the planning process and we also took the opportunity to raise a number of other concerns.

Once again, I'll read from our letter to him.

We are concerned about the manner in which M.N.R. policies will affect local users within the Port Arthur Crown Management Unit. How does M.N.R. intend to address this concern now and in the future?

In particular, how does the Thunder Bay and Nipigon District Land Use Planning Processes address the concerns of local users of the forest resource? Why are local users being denied access to forest resources in favour of large companies, many of which receive financial subsidies from our taxes? Will the MNR consider a principle of right of first refusal for local users on Crown Mnaagement Units?

If, as a result of the Forest Resources Inventory (F.R.I.), the forest base is found to be insufficient to support current use, how will resources be allocated and to whom?

If the F.R.I. indicates resources in excess of current demand, what will be the priority of allocation (ie. between local and non-local, current and potential users)?

What will be the format of future public involvement and debate on M.N.R. resource allocation and resource policy decisions regarding the Port Arthur Crown Management Unit?

What will be the nature of the appeal process for M.N.R. allocation and policy decisions affecting citizens and/or resources within the Port Arthur Crown Management Unit?

How are M.N.R. policies going to protect local users, citizens and their communities within the Port Arthur Crown Management Unit from economic decline and the vagaries of the boom and bust cycle so prevalent across Northern Ontario?

What is the history of resource allocation in the Port Arthur Crown Management Unit? Why was it established? Who were its original users? When and why was priority given to large woodlands operators over smaller year-round, seasonal or part-time cutters in the area? What public input has been solicited before M.N.R.'s policy of attrition was established?

Why are large companies given long-term contracts whereas local users are given only short-term (yearly) permits thus denying them the ability to plan for long-term operation and investment?

Why do large companies have exclusive access to large tracts of land and timber while small, local operators do not (many have no access to this ostensibly public resource at all) when this seems to contradict recent findings (ie. Anderson/ Bonsor Report 1982) that small local operators are not only more efficient but far less ecologically damaging?

Why are F.M.A.'s being signed with large companies when demand by local independents has not been similarly identified and planned for?

Being unable to get any answers to our concerns or questions, [illegible] apparently using a rather old and well known political [illegible] "stall long enough and they will give up and go away". We [illegible] forced to ask that these questions be put on the Order paper [illegible]'s Park. They were, not by any of our local politicians, [illegible] Floyd Laughren, Opposition Resource Critic, and appear [illegible] paper and notices, The Legislative Assembly of the [illegible] of Ontario. Second Session, 32nd Parliament, Thursday, [illegible], 1982. And still, 9 months later, even when asked in that [illegible] Parliament in the south, we have as yet recieved no answers.

You may well ask why didn't you give up? The government obviously not only doesn't care about the needs of the individual citizen in the north but they will do anything to avoid having to deal with their issues.

Well, we didn't!! After a great deal of consultation with local residents, we came up with a Local User Policy. We submitted it to the Ministry, District Land Use Planning and Port Arthur Crown Management Unit Planning Process, in the hopes that it would be displayed at the "Open Houses" held by the ministry so people would have the chance to scrutinize it and hopefully make it better. They did not display it, so we presented it again to Mr. Pope, October 29, 1982 at the Lakehead University. (Brief)

ALTHOUGH YOU DECLINED THE INVITATION TO COME TO THE COMMUNITY TO MEET WITH THE LOCAL RESIDENTS AND TO ANSWER THEIR [illegible] WE ARE PLEASED THAT YOU HAVE AT LEAST COME TO THUNDER [illegible] THE CONCERNS OF NORTHERNERS WHO MIGHT OTHERWISE BE [illegible] BY YOUR LATE SHUFFLE.

AS YOU REMEMBER, WE APPEARED BEFORE YOU AND THE CABINET [illegible] ON RESOURCE DEVELOPMENT IN KENORA ON FEBRUARY 8, 1982 [illegible] CONCERNS ABOUT RESOURCE ALLOCATION IN THE BLACK BAY

[illegible] ARE DEEPLY CONCERNED WITH THE MINISTRY OF NATURAL RESOURCES' [illegible] LACK OF LOCAL USERS POLICY TO GUIDE ITS DISPOSAL OF CROWN [illegible] IN THE PORT ARTHUR CROWN MANAGEMENT UNIT. OUR REPEATED [illegible] SUCH A POLICY AND ITS PUBLIC DISCLOSURE HAVE GONE [illegible] BY THE MINISTRY. OUR CONCLUSION - THE CONCLUSION WHICH

HE MINISTRY OF NATURAL RESOURCES HAS CHOSEN TO LEAVE US - IS THAT
O SUCH POLICY EXISTS IN A FORM COHERENT ENOUGH TO WITHSTAND PUBLIC
SCRUTINY. SUSPENDING FOR THE MOMENT OUR DISBELIEF THAT ANY INSTITUTION
HARGED WITH THE MANAGEMENT OF PUBLIC RESOURCES WOULD ATTEMPT TO
ERATE WITHOUT SUCH A LOCAL USERS POLICY, WE WOULD LIKE TO TAKE
HIS OPPORTUNITY TO OFFER WHAT WE FEEL TO BE A CONSTRUCTIVE
CONTRIBUTION TO ITS DEVELOPMENT.

A SUGGESTED LOCAL USERS POLICY
FOR THE PORT ARTHUR CROWN MANAGEMENT UNIT

IN ANY POLICY INTENDED TO GUIDE THE MINISTRY OF NATURAL
RESOURCES IN THE MANAGEMENT, ALLOCATION, AND DISPOSAL OF CROWN
TIMBER ON THE PORT ARTHUR CROWN MANAGEMENT UNIT, IT IS OUR CONCERN
THAT:

(1) THE FOREST RESOURCES OF THE CROWN MANAGEMENT UNIT BE RESPONSIBLY
MANAGED AND UTILIZED IN THE LONG-TERM INTERESTS OF LOCAL USERS AS A
MATTER OF FIRST PRIORITY WHETHER THESE USERS BE CURRENT, POTENTIAL,
FULL-TIME, PART-TIME OR OCCASIONAL;

(2) THE ALLOCATION OF CROWN TIMBER AND ITS SUBSEQUENT HARVEST BE
MADE FLEXIBLE CONSISTENT WITH THE CURRENT AND POTENTIAL RESOURCE NEEDS
OF LOCAL RESIDENTS WHETHER THESE NEEDS BE COMMERCIAL, RECREATIONAL,
OR ENVIRONMENTAL;

(3) THE MANAGEMENT AND HARVEST OF FOREST RESOURCES ON THE CROWN
MANAGEMENT UNIT BE CONSISTENT WITH THE PRINCIPLES OF BOTH SUSTAINED
YIELD MANAGEMENT AND THE MULTIPLE USE OF UNIT RESOURCES BY LOCAL
USERS AND RESIDENTS.

WE WOULD LIKE THE MINISTRY OF NATURAL RESOURCES TO ADOPT THE FOLLOWING DEFINITIONS OF "LOCAL USER":

A LOCAL USER IS UNDERSTOOD TO BE ANY PERSON WHO:

a) RESIDES IN THE PORT ARTHUR CROWN MANAGEMENT UNIT;

b) SEEKS HIS OR HER LIVING WITHIN THE PORT ARTHUR CROWN MANAGEMENT UNIT OR, FOR REASONS OF PROXIMITY TO HIS/HER PLACE OF RESIDENCE, WITHIN AN IMMEDIATELY ADJACENT MANAGEMENT UNIT; AND

c) HAS NOT TRADITIONALLY HAD ACCESS TO CROWN TIMBER OUTSIDE THE PORT ARTHUR CROWN MANAGEMENT UNIT OR AN IMMEDIATELY ADJACENT MANAGEMENT UNIT.

WE BELIEVE THAT INDIVIDUAL AND SMALL OPERATORS WITHIN THE PORT ARTHUR CROWN MANAGEMENT UNIT WHO MEET THE DEFINITION OF LOCAL USER JUST OUTLINED, SHOULD BE ASSURED VOLUMES OF WOOD UP TO WHAT THEY HAVE TRADITIONALLY HARVESTED. IF DURING THIS PERIOD THERE IS ANY SURPLUS VOLUME BEYOND THIS ASSURED AMOUNT, THE WOOD SHOULD BE MADE AVAILABLE TO LOCAL USERS EITHER BY (1) THE ADDITION OF MORE OPERATORS TO CUT UNCOMMITTED VOLUMES, OR (2) AS INCREASED VOLUMES TO EXISTING OPERATORS.

OPERATORS WHO DO NOT MEET THE CRITERIA OF LOCAL USERS SHOULD NOT BE GIVEN ANY VOLUME GUARANTEE WITHIN THE CROWN MANAGEMENT UNIT, PARTICULARLY WHERE SUCH A GUARANTEE WOULD LEAVE LOCAL USER DEMAND UNMET.

AFTER EACH OF THE MEANS IDENTIFIED ABOVE HAVE BEEN EXHAUSTED TO MEET ALL CURRENT AND LOCAL DEMAND HAS BEEN MET, ANY FURTHER UNCOMMITTED VOLUME WHICH REMAINS WITHIN THE CROWN MANAGEMENT UNIT SHOULD BE MADE AVAILABLE IN THE SAME OR SIMILAR MANNER TO LOCAL USERS FROM OTHER, IMMEDIATELY ADJACENT, CROWN MANAGEMENT UNITS. ONLY THEN SHOULD

UNCOMMITTED VOLUME BE MADE AVAILABLE UNDER DISTRICT CUTTING LICENCE TO LARGE WOODLANDS OPERATORS AND FOREST PRODUCTS COMPANIES.

AS A MATTER OF POLICY, PRIORITY IN THE ALLOCATION OF CROWN TIMBER SHOULD GO TO LOCAL USERS IN A MANNER CONSISTENT WITH THE PRINCIPLE OF RIGHT OF FIRST REFUSAL. RIGHT OF FIRST REFUSAL FOR LOCAL USERS IN THE ALLOCATION AND DISPOSAL OF CROWN TIMBER SHOULD BE ACCEPTED AND INCORPORATED ALONG WITH THE DEFINITION OF LOCAL USER PROVIDED HEREIN AS THE ESSENTIAL ELEMENTS OF ANY TIMBER ALLOCATION CRITERIA TO BE INCLUDED IN THE MINISTRY'S NEW OPERATING AND MANAGEMENT PLAN FOR THE PORT ARTHUR CROWN MANAGEMENT UNIT. FURTHER, THIS POLICY SHOULD FORM AN ESSENTIAL PART OF THE THUNDER BAY AND NIPIGON DISTRICT LAND USE PLANS.

OUR INTENT IN SUBMITTING TO YOU THE LOCAL USER POLICY OUTLINED ABOVE IS TO ENSURE A POLICY OF TIMBER ALLOCATION ON THE PORT ARTHUR CROWN MANAGEMENT UNIT CONSISTENT WITH THE PERSISTENCE, STABILITY, AND IMPROVEMENT OF THE LIFESTYLE AND LIVELIHOOD OF LOCAL RESIDENTS. WE DESIRE A STABLE AND RESPONSIBLE POLICY OF CROWN TIMBER ALLOCATION WHICH REFLECTS A STRONG CONCERN FOR SOCIAL AS WELL AS ECONOMIC MANAGEMENT OBJECTIVES.

WE BELIEVE THE FUTURE OF THE SMALL COMMUNITIES OF THE NORTH WILL NEED SUCH POLICY GUARANTEES AS M.N.R. ACCEPTANCE OF THIS LOCAL USER POLICY WOULD PROVIDE. OUR RURAL ECONOMY DOES NOT ALLOW FOR THE VARIETY OF OCCUPATIONAL AND INVESTMENT OPPORTUNITY CHARACTERISTIC OF URBAN ENVIRONMENTS. WE ARE LIMITED TO THE LAND AND THE RESOURCES IT PROVIDES. THE RESPONSIBLE MANAGEMENT OF THE LAND AND ITS RESOURCES IS THE CONCERN OF EVERYONE, BUT PARTICULARLY THOSE OF US WHO HAVE THE MOST TO LOSE SHOULD ITS OBJECTIVES NOT BE MET.

AS YOU SUGGESTED IN FEBRUARY, WE HAVE MADE EVERY ATTEMPT TO

...LLY PARTICIPATE IN THE LAND USE PLANNING PROCESS. WE SUBMITTED ... LAL AND TRADITION USER POLICY TO THE OPEN HOUSES IN THE HOPES ... IT WOULD BE DISPLAYED FOR DISCUSSION PURPOSES. IT WAS NOT. ...MITTED A LIST OF QUESTIONS TO THE PROCESS AND HAVE RECEIVED ... SWERS. OUR SINCERE ATTEMPTS AT PARTICIPATION HAVE CONSISTENTLY ... DISCOURAGED BY LOCAL M.N.R. OFFICIALS. YOUR LOCAL OFFICIALS ... ICATED THAT MANY OF THE QUESTIONS WE RAISED ARE BEYOND THEIR ... RESPONSIBILITY AND CAN ONLY BE ANSWERED BY YOU. OUR MAIN ... REMAINS. WILL LOCAL USERS BE GIVEN PRIORITY IN RESOURCE ... DECISIONS, OR WILL YOUR MINISTRY POLICIES CONTINUE TO ... THE CORPORATE GIANTS AND CAUSE THE ELIMINATION OF LOCAL ... ENDENT OPERATORS AND USERS?

... APPRECIATE THE OPPORTUNITY TO ADDRESS THIS MAJOR CONCERN ... TO YOU, MR. MINISTER, AFTER BEING FRUSTRATED BY YOUR ... RACY FOR THE PAST NINE MONTHS. WE AWAIT YOUR REPLY.

THANK YOU.

Once again, no reply.

The fact remains there were half a dozen local independents ... Pass Lake working on the Black Bay Peninsula. They were ... arily moved off because of the hazzards of having to haul ... the ice in Black Bay. A road over land was promised by MNR. ... one mile was built, it was abandoned because of a diversion ... funds.

The huge area of Sibley Park was taken out of the unit. ... cutting even on a small, carefully integrated scale in ... areas. This alone substantially reduced the amount of ... available to Pass Lake residents.

The old provincial paper company timber limits were to be ... into the Port Arthur Crown Management Unit for local ... Not much wood, but patches where locals could work.

Somewhere, in between Abitibi giving up that area and it coming into the Unit for locals, it was instead granted to Great Lakes Forest Products.—The north east corner of the Unit was added for locals. Somewhere in the transaction, it was given not to local small operators, but to the Buchanan Conglomerate. What followed? Outside transient piece workers and their skidders and trucks were brought in at the expense of local operators.

The fact is clear; there is a shortage of timber in the Port Arthur Crown Management Unit and here are the main reasons:

1) MNR's lack of a meaningful policy to protect the local full and part time small independents' livelihood and very existence.
2) The mysterious manipulation of Port Arthur Crown Management Unit boundaries by the MNR. For example, the shifting of Black Bay Peninsula from the Port Arthur to Nipigon district has caused not only specific shortages in the Pass Lake/Dorion area but a general reduction in the annual allowable cut throughout the entire Port Arthur district.
3) The giveaway of local timber to huge companies at the expense of local enterprises and citizens.
4) Poor reforestation practices on the part of MNR.
5) The lack of planning on the part of MNR in not only determining the local needs of the small communities of the north but in not ensuring that these needs are met as a first priority before giving huge areas of timber to large trans-national companies whose profits are rarely reinvested in the area. In fact, they say they need these resources for an expansion that often does not occur.

It is easy to see that if we are interested in the future of the small communities of the north rather than choose the MNR specifically stated priority, the huge trans-nationals, who even-though they are federally and provincially subsidized, still come and go with their profits. We must choose for the individual citizens and smaller locally owned businesses whose very existence depends on the long term stability and well-being of their communities.

We appreciate this opportunity to address this major concern to you, Mr. Commissioner, and we sincerely hope that you can rectify this attrocious situation. We await your reply and the findings of your commission knowing that our future lies in the hands of our Government Policy Makers.

Thank you,

J. Gordon Whiteley

David Bak
Lief Grann
Norma Kay
Ed Schaaf
Gordon Whiteley
Joe Pintar
Terrence Nuttall
Ted Niskannen
Don Stenlund

for the North Shore Citizen's Committee for Responsible Forest Management.

Rec'd Mar. 28/83

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THE
ROYAL COMMISSION
ON THE
NORTHERN ENVIRONMENT

J.E.J. FAHLGREN
COMMISSIONER

WRITTEN PRESENTATION
AND
FINAL REPORT

THE
LAC SEUL ANISHNABEG
("INDIAN BAND")

CHIEF PERCY NINGEWANCE
AND
BAND COUNCIL

Lac Seul, Ontario

December 1982

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APPENDIX ONE: INFORMATION SOURCES

APPENDIX TWO: AREA MAPS - POSSIBLE ROAD ROUTINGS

- BEFORE THE FLOOD

APPENDIX THREE: FINANCIAL REPORT

APPENDIX ONE

INFORMATION SOURCES

Footnote	Source - Conversations
1	Band Office
2	Bearskin and Osnaburgh Community Stores (comparisons) Department of Indian and Northern Affairs welfare and employment data
3	Don's Delivery Starratt Transportation Hudson Bay Company District Accountant
4	Ontario Hydro, District Office
5	Band Administration Department of Indian and Northern Affairs District Office
6	Interviews with Departments
7	Ministry of Northern Affairs Area Office

1. ACKNOWLEDGEMENTS

The Chief and Council of the Lac Seul Band would like to acknowledge the financial assistance given by the Royal Commission on the Northern Environment in this project.

Project staff Duncan Angeconeb and Marcel Angeconeb would like to acknowledge the confidence placed in them by Chief and Council in selecting them to work on this project. They would also like to thank the many community members who voiced their opinions, and the staff of outside agencies and companies who helped by providing needed information.

Finally we would like to thank Mr. John Parry of NORTRACK Management Services Inc. of Sioux Lookout, for his assistance in preparation of our oral submission and this report.

2. EXECUTIVE SUMMARY

This presentation and report was prepared by the Lac Seul Band under the public participation funding program of the Royal Commission on the Northern Environment.

Preparatory work was carried out by two staff over a ten-week period and additional assistance was provided by a local consultant.

The report advocates construction of an access road to the three northern communities of the Lac Seul reserve, namely Canoe River, Whitefish Bay and Kejick Bay, on the grounds of:

- seven-year economic payback
- positive social effects
- no practical alternatives existing.

The report outlines the plans of Great Lakes Forest Products Ltd., and the "fit" between their plans and the road proposal.

The report details the process and results of staff research, and provides an analysis in relatively basic terms of the costs, economic benefits and social effects of such a road.

The report was adopted and approved by the Lac Seul Band Council on

3. PROJECT HISTORY

The project was approved by the Royal Commission on the Northern Environment for commencement in late September 1982. The program started one week late because of problems with postal and telephone service to the Lac Seul reserve. The telephone was disconnected during the first three weeks of the program, and this combined with the once a week mail service led to the travel budget being overspent, as project staff could not reach contacts easily. In addition, the latter stages of the project were disrupted by freeze-up.

In the first week of the program, staff met with the residents of Kejick Bay and Whitefish Bay. These interviews were essential to the program, as without community support and interest the program would not have produced worthwhile results or justified the Royal Commission on the Northern Environment funding. Discussions related to the aims and objectives of the Royal Commission on the Northern Environment and the project.

The second and third week of the program was spent on gathering information from interviews. Most of the people interviewed expressed similar views (See 7. Research Findings). During the latter part of the third week a trip was made by boat to Sioux Lookout to set up meetings with various organizations and government agencies. The major reason for this trip was that the community's only telephone was disconnected.

The fourth week of the program was used to prepare for the meetings arranged the third week. Preparations were ready and the second trip was planned. Three days were spent in Sioux Lookout and Dryden. The meetings in Sioux Lookout were with Indian Affairs, Zone Hospital and in Dryden was with Great Lakes Forest Products Ltd. In addition research was carried out at the district office of the Ministry of Natural Resources.

During the fifth and sixth weeks, information gathered the previous week was compiled. A draft report was prepared for the Band Council and the consultant. During the sixth week a third trip was made, but the consultant was not available.

The seventh week, the fourth trip was planned to Sioux Lookout, Dryden and Thunder Bay for a series of meetings with various organizations. Meetings in Sioux Lookout included with Ministry of Natural Resources, Department of Indian Affairs and our consultant. Meetings in Thunder Bay were with the Ministry of Transportation and of course the Royal Commission on the Northern Environment. The meeting in Dryden was with Great Lakes Forest Products Ltd. During the latter the project staff learned that they could not return to Lac Seul because freeze-up had started. Staff therefore had to stay in Sioux Lookout until after the hearings had been held in the following week, which meant that a substantial amount of travel money was spent at this time.

In the eighth week, time was spent with the consultant, and the oral submission was ready for the hearings held that week. The oral submission was given to the Commissioner and the Royal Commission on the Northern Environment. After the hearings, project staff ended up walking back to the north end of the reserve. At the end of the week, meetings were set for the final week of the program.

In the final week, time was spent with the consultant, Indian Affairs and the Ministry of Natural Rescources. The draft final report was prepared. In this week, bookkeeping was finished and the objectives of the project were completed.

4. COMMUNITY BACKGROUND

Lac Seul Indian Reserve # 28 is situated on the southern shore of Lac Seul. From this point it extends southward to the north shores of Lost Lake. Lac Seul Indian Reserve # 28 is considered to be one of the largest reserves in size in Northwestern Ontario. The total area of land in the reserve is 66,276 acres.

Lac Seul Indian Reserve consists of four separate communities which are Frenchman's Head, Kejick Bay, Whitefish Bay and Canoe River. Frenchman's Head, which is situated at the southern most part of the reserve, has an access road. The other three communities are grouped at the northern end of the reserve. Access into these communities is by aircraft, boat and snowmobile. Half-ton trucks can also provide a means of transportation during the winter months in the three northern communities, though they often encounter severe problems when used over virtually unmade "ice-roads".

Lac Seul Band has a membership of approximately 1150 people. Of this total, approximately 510 are currently living on the reserve. The rest, 640 or so, are living outside the reserve. The main reason why the majority of the people live off the reserve is because there are very few employment opportunities on-reserve. As stated earlier Lac Seul Reserve is comprised of four communities. Kejick Bay being the main settlement has a population of 325, Frenchman's Head has a population of 150, while Whitefish Bay and Canoe River make up the remainder of 35. [1]

Lac Seul Indian Reserve # 28 having three separate communities at the most northern part of the reserve has no easy means of access between its major communities. For a number of years, Band members of these communities have expressed the view that an access road would be beneficial, as is recorded in the findings of Hough, Stansbury and Michalski Ltd. in Alternate Management Strategies for the Lac Seul area, Volume One. The road to the community of Frenchman's Head was constructed by the Ministries of Natural Resources and Northern Affairs combined. The major reason for the construction of the access road was to transport the school students, due to the closure of Pelican Lake Indian Residential School in 1978. These students are transported by a conventional school bus to the Hudson Public School, where they share classes with off-reserve students of treaty, non-status, Metis and Euro-Canadian origin.

The road provides substantial social and economic benefits for this community. Since the construction of the road, Frenchman's Head has seen employment opportunities open up to its residents, as some people commute to Sioux Lookout or Hudson for regular employment, and the logs that are cut on reserve land are transported to Hudson where they are sold to the saw mill.

[1] Refer to Appendix One

The major differences between the Lac Seul communities and their neighbours that would strike an outside observer are the high level of unemployment and the lack of public facilities and utilities. These are of course opposite sides of the same coin; building facilities and utilities creates employment, while operating them generates continued employment and supports further employment-creating enterprises.

5. LAC SEUL LIFE TODAY

No better examples could be found for many of the difficulties faced by residents of Lac Seul's northern communities than were shown during the progress of the project itself.

Transportation problems were vividly illustrated; project staff travelled to and from Sioux Lookout by boat, air, skidoo and in one instance on foot. In each case a high premium was paid in either time, money, risk - or all three - to journey a distance that to most of our neighbours would be almost an afterthought. As a final blow, freeze-up prevented our Chief from coming to deliver our oral presentation.

We hope that no one reading this document would see our people as complainers; we are prepared to pay the prices of conserving our culture and ways of life. However, we believe that the larger society should recognize and accommodate our reasonable desire for surer, safer travel by means of an access road.

Another major problem for the three northern communities of the Lac Seul reserve is unemployment. Unemployment has run steadily in the 90% range for the last few years. Various seasonal and short-term projects have alleviated unemployment from time to time, and the traditional economic activities of fishing, hunting and trapping have continued to enrich the lives of our residents. The overall picture, though, is one of a welfare-based economy which has led to many of the younger people leaving their homes for employment opportunities elsewhere.

This welfare-based economy has led to a sense of helplessness among our people. They realize only too well that their communities are viewed by many outsiders as welfare ghettoes, and that the major decisions which could affect their lives are taken far, far away; by men and women who may never meet them or see their homes and lives.

A source of continued frustration to the people of Kejick Bay, Whitefish Bay and Canoe River is the lack of Hydro service. It is a compelling irony to the people of Lac Seul that they and their ancestors were the first to suffer from Hydro development, yet will be the last to benefit from it.

As a result of the construction of the Ear Falls hydro dam, the people of Lac Seul lost lands, resources and part of their economic base - sacrificed so that others could benefit. To make things even worse, a traditional burial ground was flooded, leading to the uncovering of graves and the bones of our ancestors. Those bones remain as a silent, harsh reproach; a stain on the honour of those who failed to make provision for them.

Hazardous transportation and a lack of services and jobs add up to a harsh isolation from the comfortable realities of Canadian society even in a deep recession. Yet the spirit of the people of Lac Seul has not been broken by these circumstances. Life in Lac Seul today is still a life that is well worth the living, and still one that brings joy and contentment to the lives of grandparents, parents and children. Our life does not lead us to seek assimilation into the lifestyle of our neighbours, but simply to ask that a few of the practical benefits that they enjoy be also extended to us and ours.

6. OBJECTIVE AND METHODS

The main purpose of this presentation is to outline the case for an access road from the Lynx Lake road to the Whitefish Bay area, the closest mainland point to the Kejick Bay Settlement.

As is documented in Section 7. Research Findings, the people of the three northern Lac Seul communities have long been interested in such a road. They are aware of the potential negative impacts of a road, but in general feel that the benefits outweigh them.

No evaluation of alternatives to an all-weather road was undertaken, since all real alternatives already exist in some form and have demonstrated severe drawbacks over the years. These are:

Air travel	- Expensive, limited in capacity. Entails dependence on hired transportation from the offloading dock onwards. Subject to weather and scheduling limitations.
Boat/snowmobile	- Time-consuming, quite expensive. Unsafe, very vulnerable to weather problems.
Ice road (winter)	- Seasonal only, subject to weather problems, dangerous at end of season. Maintenance unpredictable.
Barge Service (summer)	- Too expensive except for bulk freight.
Airport	- No room for one.

The all-weather road offers the following advantages over the above modes:

- Better use of individual equipment. A truck or car purchased can be used year-round on an all-weather road. The alternatives (other than the unaffordable airplane) cannot.

- Safety, superior to all the above with the possible exception of air travel.

- Economy. A 30-mile truck trip on an all-weather road uses less fuel than a 20-mile boat or skidoo trip.

- Serviceability. Estimated <u>safe</u> serviceability for different modes are as follows:

	Days/year
All-weather road	355
Aircraft	340
Boat/skidoo	310
Barge/ice road	300

In order to present the case for an all-weather road an analysis of the economic and social effects of such a road was undertaken. Many of the figures used were necessarily estimates, since very few data-compiling systems treat the three Lac Seul Northern communities as a separate entity. In preparing the economic analysis, the following economic sectors were examined:

Consumers	- Overall purchasing power; merchandise selection; impact of transportation costs; cost and availability of hydro service.
Local Economy	- Sawmill; residential and other construction; potential tourist camp.
Service agencies	- Savings to governments agencies from road access.
Linked economies	- Benefits to neighbouring linked economies from easier and cheaper access.
Employment	- Opportunities for on-reserve and off-reserve employment.

When we prepared the analysis of social effects, we looked at these factors:

Transportation Safety	- Road travel compared to air, water and ice travel.
Services	- Potential expansion in the range of social, commercial and utility services to the settlements
Social patterns	- Changes in visiting and travel patterns.
Culture	- Effects of increased access and interaction.
Privacy	- Access by outsiders to the reserve.
Alcohol	- Availability, possible change in levels and pattern of consumption.

Complementing the analysis of economic and social effects, an extensive program of research, opinion-gathering and fact-finding was undertaken.

The thrust of this program was fivefold:

1) To identify for the Band Council those government ministries and personnel having decision-making responsibility and budget power to approve or reject a proposal to construct an access road.

2) To determine the level and strength of community support for an access road.

3) To gather cost information for the analysis of economic effects.

4) To determine what plans government agencies and business corporations active in the area might have which could facilitate or obstruct the building of an access road.

5) To identify what concerns outside bodies might have over the impact of such a road on the reserve, its communities and the neighbouring area.

7. RESEARCH FINDINGS

7.1. INTERVIEWS WITH BAND MEMBERS

Approximately two weeks were spent in informing band members who reside in the three northern communities of the nature of the project, and in gathering their views and opinions on the proposed access road.

While there is rarely a complete consensus in any organized society on the merits of a particular project, the Lac Seul Band believes that these views represent a fair consensus of the band members. In the tradition of the Anishnabeg, public affairs are seen as a legitimate concern of all, rather than a series of decisions for the Band Council to make and implement. Thus the Commission, by funding this two-way process of sharing information and views, can be reassured that the people of Kejick Bay, Canoe River and Whitefish Bay support the expressed need for a road, and that the project is not the idea of a few thrust on the many.

The following considerations and opinions therefore represent the major themes expressed by community residents:

- A road would greatly reduce the need for air transportation either from Sioux Lookout or Hudson in all seasons, thus reducing transportation costs. Band members would purchase their own vehicles in future years to provide transportation, if an access road were to be built. Ontario Hydro and Bell Canada would provide facilities to be installed in the three communities. These facilities would provide advantages for the reserve.

- The reserve is in the process of operating a sawmill in the vicinity of Picnic Bay. Sooner or later the mill would have to expand its operations in the reserve limits or outside the reserve on Crown Land on the west side of the reserve boundary. The Lac Seul Sawmill Development Corporation will probably benefit by having a road access. They plan to expand their business by transporting lumber and propose to produce railroad ties for the two major railway companies. The road would transport materials and machinery to its site.

- Small businesses, a convenience store and coffee shop are in the process of starting at Kejick Bay. These two businesses import their supplies from outside suppliers by boat or air transport at considerable expense.

- Other advantages that the proposed road would bring is better business for the tourist camp that is proposed to be built within the reserve limits. Also the mail could be delivered more often than once a week, as is the case now by motor boat. Federal and Provincial government agencies or other organizations would travel to the reserve for Band affairs more regularly and often.

- A road access would provide a cheaper means of transporting off-reserve students than aircraft, and could allow some to visit home on the weekends.

- A road access would be very desirable to provide 24-hour, 365-day ambulance service. Residents are worried about the hazards of emergency evacuation at freeze-up, break-up and in bad weather.

The following comments by the Band members concern the disadvantages of having an access road:

- The biggest problems would likely be alcohol being brought into the reserve and possibly consumed in transit. The only way this could be controlled or avoided would be patrolling of the road by the Reserve and Provincial police to prevent shipments and consumption on the road.

- Tourists might use the road access from Lynx Lake to Whitefish Bay as a boat ramp. This would depend on how the road would be classified ie. private or public.

- An access gate could be provided at band expense to protect the road access from outside abuse. (An example is the MNR gate which protects the Lynx Lake tourist camp road from public abuse.)

7.2. MEETINGS WITH GREAT LAKES FOREST PRODUCTS LTD. STAFF

A meeting was held with representatives of Great Lakes Forest Products Ltd. in Dryden. They explained their proposal for a road from the Goodie Lake Road extending northward, crossing the C.N.R. tracks towards Lynx Lake alongside Cherry Lake, and extending northwest four miles past Mistowana Lake, Windfall Lake and Grass Lake (see Map - Appendix Two).

In the meeting with Great Lakes Forest Products Ltd., Mr. Lorne Crawford and fellow Great Lakes Land Supervisors mentioned that in the coming years of 1985 - 86, Great Lakes Forest Products Ltd. will be extending their cutting operations. Further discussions revealed that Great Lakes propose eventually to extend their timber cutting operations up to Grass Lake. Great Lakes is now cutting timber in the Lynx Lake area, as is McKenzie Forest Products Ltd. who cut timber for the Hudson Mill. Both companies have extended their logging road across the C.N.R. tracks and into Lynx Lake creek.

Great Lakes also has a suggested road centre lined, located and ribboned to Cherry Lake (see Map - Appendix Two).

Aerial photos of Great Lakes' road proposal from Cherry Lake to Grass Lake indicate that there should not be problems in building an access road.

Great Lakes Forest Products Ltd. are willing to continue cutting on the west boundaries of the reserve, due to their cutting rights.

Great Lakes has agreed to the Lac Seul Band proceeding with the cuttir of the proposed road. They would also survey and ribbon the line of the road. Great Lakes has also agreed in principal to purchase the timber cut by the Lac Seul Band. This will create employment for members of the Band. This agreement could be negotiated between Great Lakes Forest Products Ltd. and the Lac Seul Band upon a favourable recommendation of the Royal Commission on the Northern Environment regarding the road proposal. Great Lakes would build their portion of the road to a standard suitable for public use.

When Great Lakes have finished with their proposed site for timber cutting at Grass Lake, they will be pulling out of the area. As the road proposed by Great Lakes is built in the years 1985 - 86, we of the Lac Seul Band would plan to extend a road access from the point where Great Lakes have stopped their timber cutting operations. In extending the road the Lac Seul Band would plan a road access to Whitefish Bay community and in future years to Kejick Bay.

Naturally, however, we hope that this submission will encourage the provincial government to proceed with an access road at an earlier date. We are of course willing to have Indian Affairs apply capital funds committed to the Band to the on-reserve portion of the road.

7.3. INTERVIEWS WITH DEPARTMENT OF INDIAN AND NORTHERN AFFAIRS STAFF

In meetings held with Department of Indian and Northern Affairs staff at the District Office, Mr. John Lessard, Superintendent of Reserves and Trusts, stated that it is not the Department's policy to spend capital funds on roads outside reserve boundaries, and that it would therefore be necessary to seek funding from other sources for that portion of the road outside the reserve. Department of Indian and Northern Affairs funds for roads are limited and there is great demand from communities further north for funding to build roads within their own communities.

Mr. Lessard provided aerial photographs of part of the area through which the road would run. No major impediments to road building were evident from these photographs.

Department representatives also provided information on the cost of staff travel to and from Kejick Bay, Whitefish Bay and Canoe River ($6,571. in 1981 - 82). This does not include student travel, now paid for by the Northern Nishnawbe Education Council. These figures are incorporated in the analysis of economic benefits.

7.4. MEETINGS WITH HEALTH AND WELFARE CANADA STAFF

A meeting was held with the Administration Officer for the Zone Hospital, Mrs. A. Rein. She provided figures on the cost of transporting staff, patients and freight to and from the three Northern communities.

Including estimates for November 1982 - March 1983, they are shown below. It should be noted that the costs of onward transfer of Lac Seul patients are excluded.

Staff Travel	$ 1,474. (79 - 80)	
	1,500. (80 - 81)	
	3,000. (81 - 82)	
	3,200. (82 - 83)	Total $ 9,174.
Patient Travel	$10,000. (79 - 80)	
	13,000. (80 - 81)	
	15,000. (81 - 82)	
	18,000. (82 - 83)	Total $56,000.
Freight	$ 2,000. (79 - 80)	
	4,000. (80 - 81)	
	5,500. (81 - 82)	
	5,500. (82 - 83)	Total $17,000.
		Grand Total $82,174.
		1982 - 83 Total $26,700.

7.5. MEETING WITH MINISTRY OF TRANSPORTATION AND COMMUNICATIONS STAFF

The Ministry of Transportation and Communications Access Roads Manager, Mr. L. P. Shorr, reviewed the preliminary conclusions from the project. He made several suggestions as to improvements in the structure and detail of the presentation.

He identified the primary responsibility for funding such a road as resting with the Northern Ontario Resources Transportation Committee. He also warned that the Committee might not look favourably on any proposal to subsidize a road that included a gate to control access. This was an issue that Band members had not had a prior opportunity to address, and would require some discussion at a time when firm plans to construct were made.

7.6. MEETINGS WITH MINISTRY OF NATURAL RESOURCES

Ministry of Natural Resources District staff felt that the proposed road did not present environmental problems.

They did however voice some concerns relating to public use of the road. Specifically, they questioned what impact might occur from members of the public transporting boats over the road to get at nearby lake inlets. They felt that it would be difficult to prevent people establishing private temporary camps, cutting boat ramps and hunting through the area.

We note that since these discussions, the Minister of Natural Resources has unveiled plans to control non-resident camping which would alleviate these problems somewhat.

7.7. MEETINGS WITH FORESTRY/TIMBER CONSULTANT

A meeting was held with Professor John Blair, forestry/timber consultant. It was concluded that forestry and timber variables did not greatly affect the proposed road, either in principle or in detail (alignment). A road would naturally improve the viability of the Band-owned sawmill but it would not on its own guarantee its success.

8. ECONOMIC BENEFITS

8.1. TO CONSUMERS

Our estimates indicate that over $400,000. a year are presently spent in the stores (over 90% at The Bay) in the Kejick Bay area.[2]

It is anticipated that an access road would soon bring about a fall in price levels of about 10%, due in part to lower freight costs, but even more so to the effect of competition as shopping elsewhere became more practical.[3]

Transportation costs on large items imported into the community should also fall. Road access should also make viable a year-round very small restaurant and/or convenience store operation such as are presently trying to establish themselves in Kejick Bay. This could provide a benefit by reducing gasoline-consuming shopping trips to the Bay store situated across the channel on the mainland.[3]

The effect of an access road on eventual hydro costs to Lac Seul residents is questionable. It appears from conversations with the area Manager that the high-cost alternative of diesel generated hydro has already been eliminated, and that rural rates would therefore be charged. Therefore the proposed road would not be an influencing factor in Hydro's decision to go overland. However, it should lead to capital and operating savings (see Section 8.2).[4]

The overall yearly economic benefits to consumers in the three settlements are estimated at $50,000.

2, 3 and 4 Refer to Appendix One

8.2. TO THE LOCAL ECONOMY

Components of the local economy considered to be capable of benefitting from the access road are:

Construction

Housing and other construction plans of the Band cannot readily be projected, as they are so dependent on both the availability of government subsidies and which location Band members choose to live in. A guesstimate of $4,000. in freight savings on housing materials and $4,000. on material for other construction has been arrived at as the likely effect of an access road. It should be noted, however, that in the event of a major project, e.g. sewer and water, this figure would increase dramatically. Indeed, it is difficult to conceive of a major project being undertaken until an access road is established.[5]

Sawmill

An access road would undoubtedly be of benefit to the newly-started sawmill. However, since the mill has not established a clear production level or pattern; and since the mill's present location would require another road spur of over 1 mile, it is very difficult to assign an economic benefit in this case. It does seem clear, however, that an access road would radically increase the viability of such a sawmill.

Logging

Logging, whether for the local sawmill, the Hudson mill or Great Lakes Forest Products Ltd., would be greatly advantaged by such a road. While the allocation of timber limits is always problematical and subject to wider strategic considerations, the very least that can be said for an access road is that it would permit men from Kejick Bay and its sister communities to seek logging work in the area between Whitefish Bay and the Goodie Lake Road. It should enable some to earn a living as loggers while still living at home.

Tourist Camp (proposed)

A proposed tourist camp would benefit somewhat by offering direct road access rather than having clients change modes from road to air. A benefit of $2,000. has been estimated.

[5] Refer to Appendix One

8.3. TO SERVICE AGENCIES

In 1981 - 82 the two major service agencies to the communities, namely Indian Affairs and National Health and Welfare, spent approximately $32,000. to move staff, clients and freight to and from Kejick Bay and its two sister communities.[6]

It is estimated that an access road could reduce this figure to approximately $20,000., by the agencies in question using government vehicles and commercial services.

This need not involve extra staff time, as the ground-air transfer would be eliminated.

The Band administration would save approximately $4,000. in travel costs as well.[5]

Other agencies which are less frequent visitors would likely spend no less but would improve their schedules for visiting. These agencies would include:

- Childrens Aid
- Northern Affairs
- Canada Post
- Citizenship and Culture and of course the Royal Commission itself.

Natural Resources and the Ontario Provincial Police are not included as they have their own air forces.

Other organizations which would save money would be Ontario Hydro and Bell Canada. Ontario Hydro presently spends up to $100,000. a year to maintain each fly-in location. Although pole-lines are inherently cheaper to maintain, it is still estimated that the combination of road access to the community and easier right-of-way access could save the company $8,000. per year.[4]

Bell Canada would presumably install a satellite microwave system in Kejick Bay rather than a line-connected system. However, in either case, road access should enable the company to save at least $2,000. a year on service calls.

Total savings to agencies are therefore estimated at $22,000. per year.

6, 5 and 4 Refer to Appendix One

8.4. TO LINKED ECONOMIES

A major benefit of an access road would be the strengthening of links with the local economies of Sioux Lookout and Hudson.

This should result in an increase in business levels in these communities; though it is acknowledged that airlines will likely suffer a slight reduction in business.

Strengthening links could take many forms: Lac Seul trappers selling fur where they got the best price; trips to Hudson to buy items not sold locally; taking skidoos, boats and motors to Sioux Lookout for repair instead of scrapping them; using delivery, trucking or cab service instead of airlines.

At the same time, it is felt that neither price or inclination would lead residents of Lac Seul to switch their buying habits to such a degree that their local store could no longer operate.

In the situation where such links develop, the consumers normally gain through better services and wider selection. The merchants gain in increased business. However, benefits are virtually impossible to forecast, as patterns cannot be predicted with any accuracy. In addition, benefits are often obtained at the cost of extra travel (which can often be viewed as a benefit in itself).

We have therefore not tried to estimate a cash value for this benefit, either to the Lac Seul community or to its neighbours.

8.5. TO EMPLOYMENT

As noted in the previous section, it is very difficult to forecast the benefits of road access, when the changes in economic patterns which will occur as the result of providing a road cannot be predicted with certainty.

However, the following changes appear to be likely:

- increased "local" freight and delivery
- increased labour content in transportation, communication and freighting activity to and from the community
- increased local employment
- increased opportunities for off-reserve employment.

Guesstimated benefits from these are as follows:

- local freight. Estimated employment growth of one full-time-equivalent (F.T.E.) job, based on making local deliveries including all construction materials, incoming supplies, garbage pickup, taxi work and all associated servicing of vehicles.
- Increased labour content. Estimated employment growth of half a F.T.E. job, based on loading/unloading, minor road maintenance, utility maintenance, driving and dispatching.
- Increased local employment. Estimated employment growth of half a F.T.E. job, based on increased purchasing power of Band operating and capital funds generating more work on-reser
- Increased off-reserve employment. Estimated employment growth of three F.T.E. jobs, based on taking advantage of logging and sawmill opportunities ranging as far as the Hudson mill, and allowing for the effect of some of these positions being filled by Frenchman's Head or Hudson residents.

The net benefit to the community of the creation of such jobs is calculated as:

	* 5 F.T.E.	x $16,000.	=	$80,000.
less				
	Social Assistance saved, 5 x $5,000.		=	25,000.
	Net Community Gain			$55,000.
and				
	Social Assistance saved			$25,000.

*Bearing in mind that "full-time" in logging or sawmill terms normally means 10 months/year.

8.6. SUMMARY OF ECONOMIC BENEFITS

Savings projected are as follows:

	$ per year
Consumer	$ 50,000.
Local Economy	10,000.
Service Agencies	22,000.
Employment	55,000.
Social Assistance saved	25,000.
	$162,000. per year

It should be possible to build the seven miles of road beyond the Great Lakes proposal for approximately $700,000. This should permit a standard sufficient to allow a passenger truck to travel at 60 km/h in summer. In addition, a 150-yard bridge/causeway across Vaughan Channel would be needed, at an estimated cost of $400,000.[7]

In addition, building the road should save Ontario Hydro approximately $6,000./mile through reduced right-of-way clearing costs. Thus the net cost of the road is estimated at $1,040,000.[4]

Maintenance costs of the proposed road are estimated at $12,000. per year, and net Economic Benefits are therefore ($162,000. - $12,000.) = $150,000. per year.[7]

It is therefore estimated that in terms of dollars not adjusted for inflation or interest costs, the road would return its full cost in economic benefits in seven years.

Now let us turn to social considerations, which are equally if not more important.

[7] and [4] Refer to Appendix One

9. SOCIAL EFFECTS

9.1. TRANSPORTATION SAFETY

The Band members foresee that a road would bring a real benefit in terms of transportation safety.

Presently travel is particularly dangerous during break-up and freeze-up, and aircraft and boat transportation are impossible for about two weeks. Sick people cannot be transported to hospital, and community members may be stranded outside their settlement.

Nearly every year for the last decade, the community has lost one or more members in transportation accidents. Weak ice, foul weather summer or winter, losing the way or even running out of gas have all claimed victims in recent years.

Naturally the people of Kejick Bay understand that road travel is not 100% safe either. However, they believe that loss of life, injuries and exposure will be reduced if they travel by road, and if the ambulance can reach the community 24 hours a day on a year-round basis.

9.2. SERVICES

Another benefit the community foresees is in an expansion of social, commercial and utility services to the three settlements.

As has been mentioned previously, Band members feel that the continuing lack of Hydro and telephone service to the community sets them at a disadvantage to their neighbours, reinforcing their sense of being treated as second-class citizens.

The lack of Hydro power is particularly frustrating. As was stated in the first brief the Band made to the Commission, the disturbed bones of our ancestors are a constant reminder of the harsh price they and we paid when Ontario Hydro flooded our lands forty years ago. Although it is not the prime purpose of this brief, we wish to use this opportunity to keep faith with those ancestors and publicly remind Ontario Hydro and its political masters that they still have not rectified this unfeeling disturbance of the bones of the departed. Returning to the road, the community feels it could be more fully served by a number of other agencies; Canada Post being foremost among these.

The major service providers, Indian Affairs and National Health and Welfare, might not necessarily increase the number of their visits, but would surely be able to make longer, more regular and more predictable visits if a road were provided. Conversely, it would be much easier for Band leaders and members to schedule visits to service providers in Sioux Lookout.

A substantial number of other agencies make infrequent, irregular or ad hoc visits to the communities at present. A road would encourage them to schedule more visits; to upgrade their level of service and to more consciously include Kejick Bay and its sister communities in their mandate.

Such agencies include:

- Children's Aid
- Northern Affairs
- Citizenship and Culture
- Probation and After Care
- The Patricia Centre.

Commercial services are another class of services that might better serve the community if road access were provided.

9.3. SOCIAL PATTERNS

One major benefit the Band anticipates is a real improvement in the ease of visiting between the Kejick Bay area and Frenchman's Head and Hudson. Band members are as keen as anyone on visiting friends and relatives; road access and vehicles would make this much easier.

Another benefit would be that the Band Council could get together much more easily for meetings; business and administrative contacts between the settlements would be greatly eased and should improve considerably. The ladies of Kejick Bay might object to their menfolk departing for a hockey game at Frenchman's Head, but they would surely demand and get "equal treatment" for their own social events.

9.4. CULTURE

It is not considered that the proposed access road would have a significant impact on the culture of the community.

The road is seen as simply increasing the frequency and duration of contacts with known communities, individuals and organizations. This is in marked contrast to television for example, which provides contact with previously unknown factors.

By easing interaction between the Kejick Bay and Frenchman's Head areas, a road may even have an effect in maintaining the present "cultural continuum" that exists among Lac Seul Band members.

9.5. PRIVACY

Indian Bands are in the unique legal position in Canada of being able to legally control access to their reserves by non-members.

If an access road is built, the Band would want to have some control over access to the reserve. This is not from any desire to avoid contact with residents of neighbouring communities, but rather from a felt need to protect the Band's fishing areas from uncontrolled fishing by tourists. Further, uncontrolled access might lead to illegal on-reserve hunting or trapping by non-Band-members.

The Band feels that the legal provisions of the Indian Act, and Provincial regulations governing forest access roads, should give the Band sufficient legal powers to erect and maintain a barrier or barriers, and appropriate signing, to control access both to the community and to the waters of Lac Seul by the proposed road.

The Band understands that a barrier across the road may not be favourably viewed by the Northern Ontario Resources Transportation Committee, since it sees its mandate as providing public roads for free unrestricted access. This is a point that the Band would want to discuss with the Committee. The gate that the Band foresees would of course be placed at the reserve boundary. The Band does not want to quarrel with the principal of free public access; rather, we would state our belief that exceptional circumstances require exceptions to rules. We would point out that there have in the past been some "cultural collisions" because of unrestricted access to Anishnabeg lands, and that social disruption is unwelcome to all parties, the Province included.

9.6. ALCOHOL

Lac Seul is a dry reserve, and many Band members worry that having an access road would lead to more frequent, larger shipments of alcohol to the communities than those which presently evade detection. It would also raise the possibility of non-Band-members attempting to make shipments ("bootlegging").

The experience of other communities undoubtedly suggests that there will be more attempts made to bring liquor onto the reserve. However, this does not mean that more liquor will actually enter the reserve. This is because a road is easier to police and observe than are lakes, solid or liquid. Further, since the proposed road is an access rather than a through road, convictions should be much easier to obtain when attempts are made to breach the law.

The problem of alcohol is one that could prove to be a drawback to having a road, and in order to avoid this, an enforcement plan would have to be worked out in advance between Reserve and Provincial Police. This would hopefully provide for some Ontario Provincial Police patrols, while primary responsibility for surveillance and apprehension would rest with the Reserve Police, and detention of offenders would depend on the circumstances.

10. CONCLUSION

The Lac Seul Band feels that an access road to Whitefish Bay is a necessary and worthwhile investment for the Provincial Government to make.

We further feel that the figures and considerations we have presented provide solid proof of the correctness of this belief.

In presenting this brief and final report to the Royal Commission, we make no apology for concentrating on a single specific issue. Larger questions of economic and natural resource strategies are of course a concern for us; however, we know that many others will present views similar to ours on these questions; and we feel justified in seeking specific, short-term improvements to our socio-economic environment.

In approaching the Commission on this issue, we hope that the Commission will use its influence with the Provincial government and its Ministries of Northern Affairs, Transportation and Communications and Natural Resources, to ensure that our proposal is given full, early and sympathetic attention.

Rec'd March 28/83
HS
202



Ontario Ministry of Agriculture and Food

Submission
by the
Ontario Ministry of Agriculture and Food
to the
Royal Commission on the Northern Environment

March, 1983

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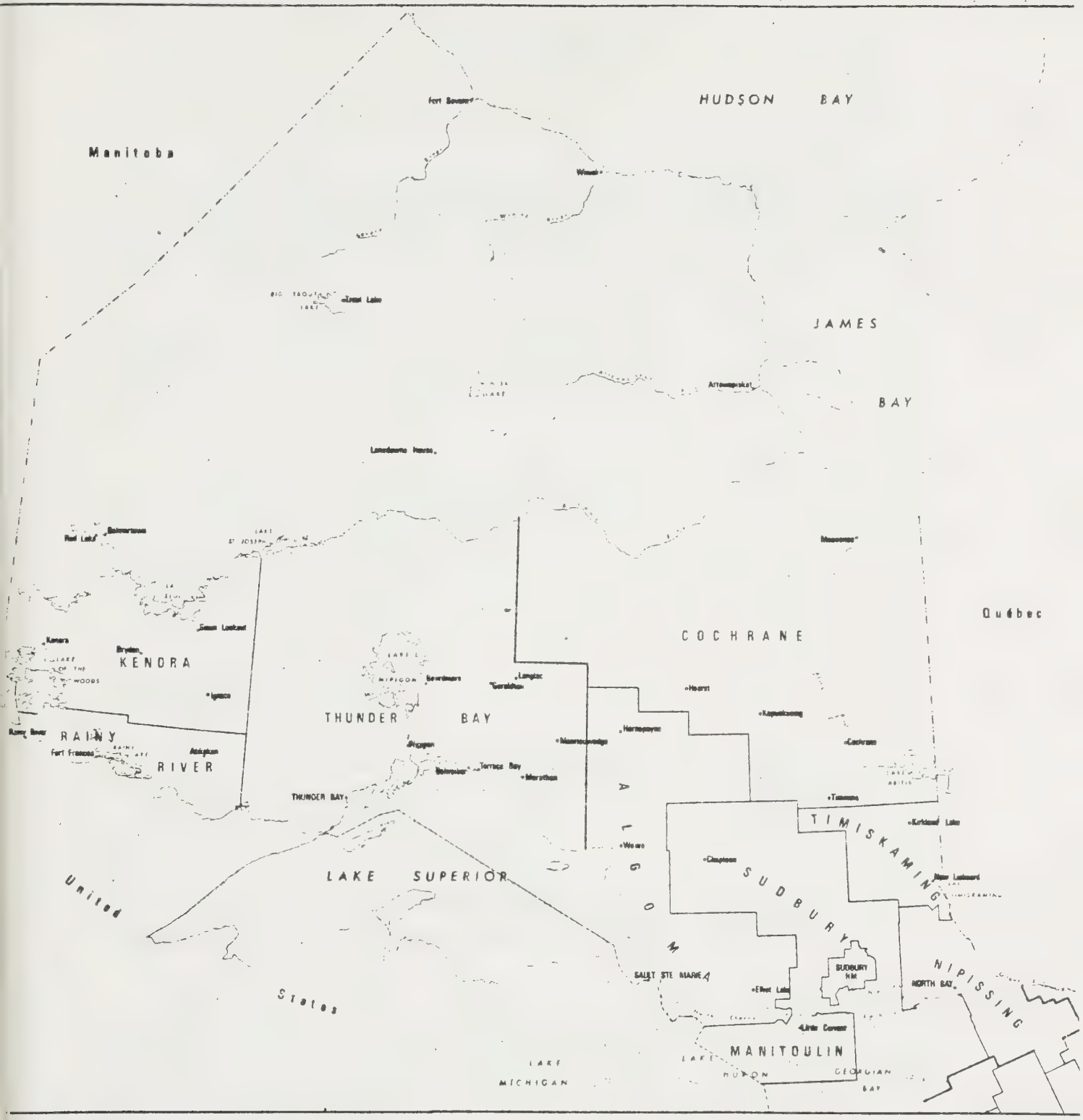
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NORTHERN ONTARIO

LEGEND

BOUNDARIES

International — County or District

Provincial — Regional

RM Regional Municipality



PART I

INTRODUCTION

INTRODUCTION

The Ontario Ministry of Agriculture and Food (OMAF) is pleased to have this opportunity to again make a submission to the Royal Commission on the Northern Environment. That part of Ontario which is north of the 50° latitude is, in the true sense of the word, a frontier for agriculture. It has unknown capabilities for agriculture. Commercial agriculture occurs in Northern Ontario generally south of the 50° latitude -- in the Commission's secondary area of concern.

The previous submissions to the Commission by Ministry staff members, E. Lick, in Dryden and N. Tarlton and G. D'Oust in Timmins, provided information on specific current agricultural undertakings north of the 50th parallel[1/], as well as a brief history of agriculture in Northern Ontario.

PURPOSE AND OUTLINE

This submission from the Ministry provides more information on the development of the agricultural base in Northern Ontario. Part II provides data on the agricultural capabilities of the soils in Northern Ontario; information is given on the overall rating of the soils as well as on specific physical limitations. The third part discusses the current status of agricultural activity in the area: number of farms, use of farmland, and farm production.

Parts IV and V present information on the activities of two Ministry of Agricultural and Food programs: NORDA (Northern Ontario Rural Development Agreement) and BILD (Board of Industrial Leadership and Development) funding for agricultural development projects.

Part VI concludes the submission with a brief overview of future agricultural development of Northern Ontario.

1/ Exhibit 46, Dryden, November 9, 1977; and Exhibit 90, Timmins, November 23, 1977.

SELECTED OTHER OMAF PROGRAMS

While this report focuses on only two funding programs operative in Northern Ontario, it must be recognized that there are other support programs which apply directly to Northern Ontario, or which have effect throughout the province, including the north. Some that might be mentioned are:

Northern Ontario Agricultural Development Policies

Each Northern Ontario district, through a local committee establishes agricultural development policies which guide the allocation of financial assistance to farmers in the district. These policy initiatives aim to improve on-farm productivity by providing financial assistance for such projects as: fertilizer/pesticide purchase, limestone transportation, pedigree seed purchase, purchase of livestock handling equipment (e.g., squeeze-gates, corrals, livestock scales), and some farm equipment (e.g. weed sprayers, lime spreaders, precision seeders, milk meters). Allocations under these policies for 1982/83 is $600,000.

Livestock Improvement Program for Northern Ontario

In 1981/82, $58,000 was paid to assist the purchase by eligible farmers of superior breeding animals. The program aims to help develop quality herds by rebating 20 percent of the price of purchased breeding stock which meets performance standards.

Northern Ontario Livestock Transportation Assistance

In 1981/82, grants totalling $3,493 were paid to assist transporting purchased breeding stock (dairy cattle, beef cattle, swine and sheep) to Northern Ontario.

Veterinary Assistance Program in Northern Ontario

This program (which is presently under review) provides lump sum grants to 27 veterinarians practising in ten designated areas. The aim of the program is to ensure that producers in less populous areas have access to the same level of veterinary service as other parts of the province.

Ontario Farm Adjustment Assistance Program

This program provides for interest deferrals, interest rebates, and loan guarantees in an attempt to help a normally viable farmer through short-term adverse financial problems. Up to November 1982, interest assistance payments to farmers in Northern Ontario totalled $52,422.

Tile Drainage Loan Program

Under this program, the province buys debentures issued by municipalities for the purpose of providing loans at subsidized interest rates to farmers for installing tile drainage. During the 1970s Northern Ontario increased its share of the total provincial tile drainage loan funds; in 1981/82 almost $1.1 million in loans under this program were given to Northern Ontario farmers. Additional funds for tile drainage installation assistance are allocated under the Northern Ontario Rural Development Agreement (NORDA), the Board of Industrial Leadership and Development (BILD), and in some districts the Northern Development Policies.

PART II

SOIL RESOURCES FOR AGRICULTURE IN NORTHERN ONTARIO

SOIL RESOURCES FOR AGRICULTURE IN NORTHERN ONTARIO

The Canada Land Inventory (CLI) is the only comprehensive evaluation of the capability of soils for different purposes (e.g., agriculture, forestry, wildlife) done in the province. Data from the inventory provide an assessment of the capability of soils for agriculture, rating the soils in terms of overall capability (i.e, from class 1 soils having no limitations for agriculture to class 7 soils having no agricultural capability) and in terms of specific physical limitations (e.g. stoniness, adverse topography).

Not all of the land area of the Northern Ontario districts is covered by the CLI; however, the area covered does include most of the area in the north having any significant capability for agriculture. Of interest to the Commission is the fact that save for a small area alongside the Manitoba border, all of the CLI area is south of the 50th parallel.

SOIL CAPABILITY

While Northern Ontario has no class 1 soils (as defined by the CLI), its large area of classes 2, 3 and 4 soils account for one-third of the provincial area of classes 1-4 soils (Table 1). Of the total 2.9 million hectares of classes 1-4 soils in Northern Ontario, almost 2.5 million hectares are in northeast Ontario and about 0.5 million hectares in northwest Ontario.

In northeast Ontario the bulk of this land (1.8 million ha) is classes 3 and 4 soils in Cochrane. A major reason for the downgrading of the soil classes in this district is the generally cool climate which limits the range of crops which can be grown. Major pockets of class 2 soils are located in Manitoulin (29,700 ha) and in Timiskaming (25,900 ha); however, the total area of class 2 soils in northeast Ontario (89,100 ha) forms only a small part of the agricultural soils (i.e., classes 1-4 soils) in this part of the province.

Table 1.--Capability of Soils for Agriculture

County and Region	Canada Land Inventory Soil Capability Class								Not Mapped	Total District Area
	1	2	3	4	5	6	7	Organic		
	- '000 hectares -									
Algoma	-	17.0	110.9	134.4	31.8	27.9	1 209.4	39.2	3 550.1	5 120.7
Cochrane	-	-	805.2	1 012.2	265.4	3.9	189.0	1 229.1	11 056.9	14 561.8
Manitoulin	-	29.7	15.7	20.8	10.2	113.5	104.6	9.0	64.4	367.9
Nipissing	-	.5	6.9	2.3	.9	.2	129.6	3.6	1 657.1	1 801.2
Sudbury[1]	-	16.1	28.9	63.2	14.2	19.7	1 086.2	20.4	3 339.6	4 588.2
Timiskaming	-	25.9	46.8	113.1	147.1	23.7	241.8	33.0	718.2	1 349.7
Total Northeast Ontario	-	89.2	1 014.4	1 346.0	469.6	188.9	2 960.6	1 334.4	20 386.3	27 789.4
Kenora	-	33.1	75.7	34.0	22.2	22.2	455.5	27.9	39 013.2	39 683.8
Rainy River	-	67.0	82.9	16.6	9.8	6.7	519.7	126.5	852.5	1 681.7
Thunder Bay	-	7.8	76.9	67.7	134.9	30.2	504.9	30.2	10 098.2	10 950.7
Total Northwest Ontario	-	107.9	235.5	118.2	166.9	59.1	1 480.2	184.5	49 963.9	52 316.2
Total Northern Ontario	-	197.0	1 249.9	1 464.2	636.5	248.1	4 440.8	1 518.9	70 350.2	80 105.6
Ontario	1 950.0	2 133.8	2 525.5	2 156.9	1 374.0	973.6	8 033.0	2 120.6	70 475.9	91 743.3
Northern Ontario as a percent of Ontario	0.0	9.2	49.5	67.9	46.3	25.5	55.3	71.6	-	88.0

[1] Sudbury includes Sudbury District and Sudbury Region.

Source: D.W. Hoffman, H.F. Noble, Acreages of Soil Capability Classes for Agriculture in Ontario, Toronto: OMAF, 1975.

In northwest Ontario, however, the area of class 2 soils is larger (107,900 ha) and forms a much more significant proportion (23.2 percent) of the agricultural soils in this area. With its 67,000 ha of class 2 soils, Rainy River has a total of 149,900 ha of classes 2 and 3 soils. Kenora has a large area of class 3 soils (75,700 ha) and Thunder Bay has similarly large areas of both classes 3 and 4 soils.

Rainy River and Cochrane both have large areas of organic soils, although Cochrane's 1.2 million hectares of organic soils dwarfs the area in Rainy River. The CLI made no evaluation of organic soils similar to the classes 1 to 7 rating scale developed for mineral soils. Thus the capability of these organic soils is uncertain and the potential for their development unknown.

Crop production (either grains or forages) generally occurs on classes 2-4 soils (there being no CLI class 1 soils in Northern Ontario), with improved pasture occurring on class 5 soils as well. Much of the agricultural soils have not been developed for agriculture.

PHYSICAL LIMITATIONS

The CLI also recorded the type of physical limitation affecting the capability of the soils for agriculture. It must be noted that these limitations apply to classes 1-7 soils, not just to the agricultural soils classes 1-4.

The major limitation to the types of field crops that can be grown in Northern Ontario is adverse climate. Only hardier field and forage crops can be successfully grown in much of the area. The CLI took Northern Ontario's harsh climate into account by limiting to class 2 the maximum soil rating that can be given to any Northern Ontario soil.

In most districts, the more extensively-occurring limitations are stoniness and shallowness to bedrock (Table 2). More than three-quarters of the inventoried area in most districts of Northern Ontario are affected by these limitations.

Table 2.--Types of Physical Limitations on Soils for Agriculture

County and Region	Mineral Soils[1] Affected by: Excess Water Other than Due to Overflow	Topography Slope or Pattern	Stoniness	Adverse Soil Characteristics	Shallowness to Bedrock	Adverse Climate	Total Mineral Soil Classes 1-7
	- '000 hectares -						
Algoma	73.1	13.2	1 203.2	81.9	1 238.9	92.0	1,531.4
Cochrane	781.6	66.0	215.8	394.2	130.8	749.7	2,275.8
Manitoulin	20.6	6.4	22.9	23.3	219.5	-	294.5
Nipissing	8.4	1.0	128.4	2.6	127.5	.5	140.4
Sudbury[2]	31.5	6.9	1 043.9	137.9	1 146.6	16.1	1,228.2
Timiskaming	58.4	55.5	319.8	257.4	204.8	34.5	598.4
Total Northeast Ontario ...	**973.7**	**149.0**	**2 934.2**	**897.3**	**3 068.2**	**892.7**	**6,068.7**
Kenora	27.5	17.3	18.1	555.9	436.6	33.2	642.7
Rainy River	99.7	2.3	468.0	43.2	510.3	56.3	702.7
Thunder Bay	44.0	109.1	563.6	314.5	465.1	8.1	822.4
Total Northwest Ontario ...	**171.3**	**128.7**	**1 049.7**	**913.6**	**1 412.0**	**97.6**	**2,167.7**
Total Northern Ontario	**1 144.9**	**277.6**	**3 983.9**	**1 810.8**	**4 480.2**	**990.2**	**8,236.5**

[1] Mineral soils refers to the area of classes 1 to 7 soils, tabulated on Table 1. Because soils may be affected by one or more limitations, the sum of the limitations in a district may exceed the total area of mineral soil classes 1-7.

[2] Sudbury includes Sudbury District and Sudbury Region.

Source: D.W. Hoffman, H.P. Noble, Acreages of Soil Capability Classes for Agriculture in Ontario, Toronto: OMAF, 1975.

In Cochrane, these limitations are less significant as excess water and adverse climate are the more major limiting factors (Table 3). In Timiskaming, various other adverse soil conditions (e.g. low natural fertility, soil droughtiness) are also significant limiting factors.

In northwest Ontario, shallowness to bedrock is a major limiting factor in the inventoried parts of all three districts. Stoniness is a significant problem in Rainy River and Thunder Bay and adverse soil conditions are very common in Kenora and less so, but still notable, in Thunder Bay.

Generally stoniness and shallowness to bedrock, as these problems exist in Northern Ontario, are so severe as to put such soils in most cases in classes 5, 6 or 7. The other limiting factors, especially poor drainage, generally affect soils to the extent of them being rated as classes 2, 3 or 4. These comments are, however, only generalizations as there are graduations in the degree to which all limitations adversely affect the soil capability for agriculture.

For many limitations (e.g. shallowness to bedrock, adverse climate), there is little that farmers can do but for others the adverse impact can be lessened by specific undertakings and modified management practices by the farmer. Stone clearing and tile drainage are some specific activities which farmers can do. Table 4 provides information on the expenditures made to farmers in Northern Ontario under the Tile Drainage Loan Program. Tile drainage can extend the growing season by three to six weeks through assisting in cropping operations being carried out on a timely basis and through improving soil conditions and temperatures for plant development.

The CLI in assigning its class ratings, assumes that farmers make such basic improvements. The CLI, thus, reports the capability class of the soil, assuming that a farmer has made those improvements and management changes he is capable of doing[1/]. In Northern Ontario, however, not all has been done that can be and needs to be done to achieve the soil capability described by the CLI.

1/ For example, class 3w soils are class 3 soils, provided that a farmer has done all that can be expected of him to limit the adverse effects of excess water (i.e., the "w" sub-class limitation) by, for example, putting in tile drainage. After such improvements have been made, the soil is still rated class 3 under the CLI system.

Table 3.--Area of Physical Limitations as a Percent of Total Mineral Soil Classes 1-7, Northern Ontario

County and Region	Percent of Mineral[1] Soils Affected by: Excess Water Other than Due to Overflow	Topography Slope or Pattern	Stoniness	Adverse Soil Characteristics	Shallowness to Bedrock	Adverse Climate	Total Mineral Soil Classes 1-7
	- percent -						
Algoma	4.8	0.9	78.6	5.4	80.9	6.0	100.0
Cochrane	34.4	2.9	9.5	17.3	5.8	32.9	100.0
Manitoulin	7.0	2.2	7.8	7.9	74.5	-	100.0
Nipissing	6.0	.7	91.4	1.8	90.8	.4	100.0
Sudbury[2]	2.6	.6	85.0	11.2	93.4	1.3	100.0
Timiskaming	9.8	9.3	53.5	43.0	34.2	5.8	100.0
Total Northeast Ontario	**16.0**	**2.5**	**48.4**	**14.8**	**50.6**	**14.7**	**100.0**
Kenora	4.3	2.7	2.8	86.5	67.9	5.2	100.0
Rainy River	14.2	0.3	66.6	6.1	72.6	8.0	100.0
Thunder Bay	5.4	13.3	68.5	38.2	56.6	1.0	100.0
Total Northwest Ontario	**7.9**	**5.9**	**48.4**	**42.1**	**65.1**	**4.5**	**100.0**
Total Northern Ontario	**13.9**	**3.4**	**48.4**	**22.0**	**54.4**	**12.0**	**100.0**

[1] Mineral soils refers to the area of classes 1 to 7 soils, tabulated on Table 1.
[2] Sudbury includes Sudbury District and Sudbury Region.
Source: D.W. Hoffman, H.F. Noble, Acreages of Soil Capability Classes for Agriculture in Ontario, Toronto: OMAF, 1975.

Table 4.--Tile Drainage Loans

County and Region	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82
					- $'000 -					
Algoma	12.7	-	-	-	5.7	-	-	55.3	43.3	-
Cochrane	-	-	-	-	1.5	-	10.0	15.0	45.0	-
Manitoulin	-	-	-	8.5	6.9	-	-	16.8	13.5	-
Nipissing	-	23.8	23.2	74.0	59.8	39.6	78.0	77.3	79.8	117.4
Sudbury1/	-	25.3	-	-	12.7	4.6	9.0	19.0	-	-
Timiskaming	50.4	202.2	361.3	673.7	469.5	634.3	528.5	661.8	740.6	852.1
Total Northeast Ontario	63.1	251.3	384.5	756.2	556.1	678.5	625.5	831.2	925.5	983.0
Kenora	-	-	-	-	-	-	-	-	-	-
Rainy River	-	-	-	-	-	-	23.8	17.6	42.7	99.2
Thunder Bay	-	-	-	-	-	-	8.5	5.9	-	-
Total Northwest Ontario	-	-	-	-	-	-	32.3	23.5	42.7	99.2
Total Northern Ontario	63.1	251.3	384.5	756.2	556.1	678.5	657.8	854.7	968.2	1,082.2
Ontario	4,711.3	8,199.5	12,508.4	16,219.6	16,077.7	18,772.4	17,870.7	29,967.7	26,170.8	28,494.0
Northern Ontario as a percent of Ontario	1.3	3.1	3.1	4.7	3.5	3.6	3.7	2.9	3.7	3.8

1/ Sudbury includes Sudbury District and Sudbury Region.
Source: OMAF.

PART III

AGRICULTURE IN NORTHERN ONTARIO

AGRICULTURE IN NORTHERN ONTARIO

This part is intended to provide an overview of agriculture in Northern Ontario by providing data on the agricultural use of land, along with data on agricultural production in the area.

As the Commission is primarily interested in the development and use of resources in Northern Ontario, this part deals with the agricultural use of the soil resources of this part of the province. As indicated in the second part of this submission, only a small area of Northern Ontario has soils with an agricultural capability. Even a smaller part has been developed and taken up by agriculture; almost all of this agricultural activity is south of the 50th parallel.

AGRICULTURAL USE OF LAND

While the total area of farms generally has declined continuously since 1951 (Table 5), the area of cropland and the area of improved pasture in 1981 generally exceed 1971 and 1976 levels and are approaching 1961 levels. The reversals in the declines in cropland and in improved pasture began during 1971-1976 and have continued since (Table 6). The total area of improved farmland (i.e. cropland, improved pasture and other improved farmland) as a percent of total farmland increased from 33 percent in 1951 to 49 percent in 1981. Thus much of the farmland that has gone out of production has been unimproved farmland.

Some 3,715 farmers operated farms in Northern Ontario in 1981, with three-quarters of these residing in northeast Ontario and the rest in the northwest. While these farmers represent only 4.5 percent of Ontario's farmers, they own over 8 percent of the province's farmland - but the larger part of their farmland is not improved (i.e., it is not cropland, improved pasture nor other improved farmland, Tables 7 and 8.)

While for Ontario as a whole three-quarters of the farmland is improved, in Northern Ontario only half of the total land on farms has been improved. Of some 492,000 ha of total farmland in Northern Ontario, about 241,000 ha is

Table 5.-Total Farmland, 1951-1981

County and Region	1951	1961	1971	1976	1981
			- hectares -		
Algoma	90 243	68 145	46 841	47 526	46 050
Cochrane	134 924	75 743	40 653	49 166	45 792
Manitoulin	117 421	113 201	97 985	96 474	82 636
Nipissing	111 718	81 087	56 142	57 289	47 790
Sudbury[1/]	115 232	74 196	44 549	48 091	42 154
Timiskaming	119 948	98 202	85 417	90 773	92 210
Total Northeast Ontario	689 486	510 574	371 587	389 319	356 632
Kenora	47 518	30 012	21 526	20 804	19 567
Rainy River	126 545	89 770	74 130	78 371	81 608
Thunder Bay	112 566	65 852	43 240	42 875	34 688
Total Northwest Ontario	286 629	185 634	138 896	142 050	135 863
Total Northern Ontario	976 115	696 208	510 483	531 369	492 495
Ontario	8 449 857	7 518 454	6 460 019	6 261 705	6 039 237
Northern Ontario as a percent of Ontario	11.6	9.3	7.9	8.5	8.2

[1/] Sudbury includes Sudbury District and Sudbury Region.
Source: Censuses of Agriculture.

Table 6.--Total Improved Farmland, 1951-1981

County and Region	1951	1961	1971	1976	1981
			- hectares -		
Algoma	35 283	26 778	21 444	22 556	23 564
Cochrane	50 379	32 970	18 401	23 068	22 678
Manitoulin	29 599	26 320	23 975	25 116	25 166
Nipissing	37 225	31 838	23 448	26 265	24 337
Sudbury[1/]	38 664	29 769	18 481	20 761	18 950
Timiskaming	50 557	49 413	49 074	54 737	61 594
Total Northeast Ontario	241 707	197 088	154 823	172 503	176 289
Kenora	11 423	9 619	8 123	9 103	8 222
Rainy River	36 541	31 245	28 252	34 889	37 378
Thunder Bay	30 592	24 253	19 672	19 501	18 877
Total Northwest Ontario	78 556	65 117	56 047	63 493	64 477
Total Northern Ontario	320 263	262 205	210 870	235 996	240 766
Ontario	5 136 775	4 869 551	4 396 748	4 479 604	4 518 552
Northern Ontario as a percent of Ontario	6.2	5.4	4.8	5.3	5.3

[1/] Sudbury includes Sudbury District and Sudbury Region.
Source: Censuses of Agriculture.

Table 7.--Agricultural Use of Land, 1981

County and Region	Improved Farmland				Unimproved Farmland			Total Farmland
	Cropland	Improved Pasture	Other Improved	Total	Woodland	Other Unimproved	Total	
	- hectares -							
Algoma	15,578	6,495	1,491	23,564	13,937	8,548	22,485	46,050
Cochrane	14,162	5,999	2,517	22,678	8,042	15,071	23,114	45,792
Manitoulin	15,120	8,734	1,312	25,166	20,342	37,128	57,470	82,636
Nipissing	17,404	4,782	2,151	24,337	10,835	12,621	23,456	47,790
Sudbury District	8,408	3,590	1,434	13,432	10,145	7,781	17,926	31,358
Sudbury Region	3,549	1,073	896	5,518	3,019	2,258	5,277	10,796
Timiskaming	46,796	11,738	3,061	61,594	13,977	16,639	30,616	92,210
Total Northeast Ontario	**121,017**	**42,411**	**12,862**	**176,289**	**80,297**	**100,046**	**180,344**	**356,632**
Kenora	5,551	2,156	516	8,222	5,813	5,532	11,345	19,567
Rainy River	22,312	12,148	2,917	37,378	21,155	23,076	44,231	81,608
Thunder Bay	13,992	3,530	1,355	18,877	8,664	7,147	15,811	34,688
Total Northwest Ontario	**41,855**	**17,834**	**4,788**	**64,477**	**35,632**	**35,755**	**71,387**	**135,863**
Total Northern Ontario	**162,872**	**60,245**	**17,650**	**240,766**	**115,929**	**135,801**	**251,731**	**492,495**
Ontario	3,632,727	657,009	228,816	4,518,552	742,291	778,489	1,520,779	6,039,237
Northern Ontario as a percent of Ontario	4.5	9.2	7.7	5.3	15.6	17.4	16.6	8.2

Source: Census of Agriculture, 1981.

Table 8.--Use of Land per Farm, 1981

County and Region	Number of Farms	Average Size of Farms [1/]	Cropland Per Farm	Improved Pasture Per Farm	Woodland Per Farm	Other Farmland Per Farm
	- no. -		- hectares -			
Algoma	490	94	32	13	28	20
Cochrane	326	140	43	18	25	54
Manitoulin	399	207	38	22	51	96
Nipissing	437	109	40	11	25	34
Sudbury District	275	114	31	13	37	34
Sudbury Region	181	60	20	6	17	17
Timiskaming	663	139	71	18	21	30
Total Northeast Ontario	2,771	129	44	15	29	41
Kenora	130	151	43	17	45	47
Rainy River	456	179	49	27	46	57
Thunder Bay	358	97	39	10	24	24
Total Northwest Ontario	944	144	44	19	38	43
Total Northern Ontario	3,715	133	44	16	31	41
Ontario	82,448	73	44	8	9	12
Northern Ontario as a percent of Ontario	4.5	182.2	100.0	200.0	344.4	341.7

[1/] Total Farmland per Farm.
Source: Census of Agriculture, 1981.

either cropland, improved pasture or other improved farmland. Much of the remaining, unimproved farmland is uncleared forest, along with either bog or rock outcroppings.

Over one-third of improved farmland in northeast Ontario is located in Timiskaming; and almost 60 percent of the improved farmland in northwest Ontario is in Rainy River. These two districts are the two major areas of improved farmland in Northern Ontario.

These two districts also have the largest areas of cropland in Northern Ontario: 46,796 ha in Timiskaming and 22,312 ha in Rainy River. While farms in Northern Ontario are close to being twice as large as farms in the province as a whole, the area of cropland per farm is the same (in Timiskaming, however, cropland per farm is much larger than the provincial average). Only in Sudbury region is the area of cropland per farm dramatically less than the provincial average; but this is due to the relatively small size of farms in the region.

AGRICULTURAL PRODUCTION

Much of the cropland and improved pasture is used in conjunction with the livestock enterprises common in Northern Ontario. Of all the cropland, 68 percent is in hay and another 27 percent is in oats, barley and mixed grains.

Farms in Northern Ontario generated some $86.3 million in sales of agricultural products in 1980 (Table 9). Of this amount $20.1 million originated in Timiskaming and $14.1 million in Thunder Bay. The high value of sales in these two districts stems in part from sales originating from a significant number of dairy farms, as well as from cattle sales. Most of the other districts generate between $5 and $10 million each in sales of agricultural product.

Farmers in Northern Ontario each had, on average, sales of $23,239 of agricultural products in 1980. While this average is just less than half of the provincial average of $56,904, it must be pointed out that 1,119 farms generated sales of under $2,500 per farm. This large proportion of marginal producers

Table 9.--Farms Classified by Sales Class, 1981

County and Region	Total Value of Agricultural Products Sold	Total Number of Farms	Farms Reporting Sales of: Under $2,500	$2,500-$4,999	$5,000-$9,999	$10,000-$24,999	$25,000-$49,999	$50,000-$99,999	$100,000 & over
	- $'000 -		- number -						
Algoma	6,641	490	191	89	100	46	23	26	15
Cochrane	8,962	326	118	68	64	38	9	11	18
Manitoulin	7,939	399	77	62	68	107	44	24	17
Nipissing	9,829	437	132	74	61	51	42	58	19
Sudbury District	5,010	275	99	58	52	29	13	12	12
Sudbury Region	2,129	181	73	38	38	13	10	5	4
Timiskaming	20,126	663	162	97	102	98	57	81	66
Total Northeast Ontario	60,637	2,771	852	486	485	382	198	217	151
Kenora	2,348	130	41	20	27	21	6	9	6
Rainy River	9,295	456	109	55	85	114	45	30	18
Thunder Bay	14,054	358	117	55	43	32	23	40	48
Total Northwest Ontario	25,696	944	267	130	155	167	74	79	72
Total Northern Ontario	86,333	3,715	1,119	616	640	549	272	296	223
Ontario	4,691,669	82,448	13,488	8,818	10,158	13,952	10,963	12,510	12,559
Northern Ontario as a percent of Ontario	1.8	4.5	8.3	7.0	6.3	3.9	2.5	2.4	1.8

Source: Census of Agriculture, 1981.

undoubtedly depresses the regional average, as there are nonetheless some 791 farms (21 percent of all farms) with sales of over $25,000. Excluding farms with sales of less than $2,500, the average for the 2,596 farms with sales of $2,500 or more was at least $32,000 in 1981.

Of the 2,596 farms typed as to major source of farm product sales, 46 percent received over one-half of their sales revenue from sales of cattle and another 25 percent received over one-half of their sales revenue from dairying (Table 10). In Timiskaming, small grains farms were also numerous.

In addition to sales of agricultural products, 421 farmers in Northern Ontario reported (on the 1981 Census) $1.6 million of forest product sales (e.g., christmas trees, fuelwood, pulpwood, logs, etc. but excluding maple products) in 1980. This added almost another $4,000 gross revenue to those farms reporting forest product sales. Almost 40 percent ($628,000) of such sales revenues in Northern Ontario was reported in Rainy River alone. Manitoulin, Nipissing, Thunder Bay and Timiskaming trailed well behind, with each district totalling between $150,000 and $300,000 in forest product sales.

IMPACT OF AGRICULTURE ON THE ENVIRONMENT

This section presents information on two agriculturally-based environmental issues: pesticide use and fertilizer use.

Only 20 percent of the farms (i.e., 747 farms) in Northern Ontario reported any pesticide use on the 1981 Census (Table 11). Most frequent use of pesticides in Northern Ontario occurs in Timiskaming (with 36 percent of farms reporting pesticide use) and in Manitoulin (26 percent). But even where pesticide use is reported, the area sprayed or dusted per farm is much less than the level for the province as a whole. Only in Timiskaming is the area treated as high (as for weed and brush control), or higher than (for insect and disease control) the provincial level. In all of Northern Ontario, farmers sprayed or dusted only 18,166 ha for weed and bush control and only 1,695 ha for insect and disease control.

Table 10.--Farms with Sales of $2,500 or more Classified by Product Type[1/], 1981

County and Region	Total Farms with Sales of $2,500 or more	Dairy	Cattle	Hogs	Poultry	Small Grains	Field Crops Other than Small Grains	Fruits and Vegetables	Misc. Specialty	Mixed Farms
						- number -				
Algoma	299	55	153	2	10	15	8	7	28	21
Cochrane	208	32	102	3	12	9	15	5	16	14
Manitoulin	322	44	246	4	1	4	9	2	7	5
Nipissing	305	115	126	4	5	19	6	4	19	7
Sudbury District	176	42	92	2	3	4	2	3	19	9
Sudbury Region	108	10	22	5	2	15	19	7	16	12
Timiskaming	501	180	137	7	10	113	9	3	17	25
Total Northeast Ontario	1,919	478	878	27	43	179	68	31	122	93
Kenora	89	13	35	4	7	12	4	-	9	5
Rainy River	347	56	217	10	7	25	6	1	10	15
Thunder Bay	241	101	62	6	9	10	6	4	28	15
Total Northwest Ontario	677	170	314	20	23	47	16	5	47	35
Total Northern Ontario	2,596	648	1,192	47	66	226	84	36	169	128
Ontario	68,960	12,841	19,567	4,984	1,886	14,708	3,190	4,335	3,768	3,681
Northern Ontario as a percent of Ontario	3.8	5.0	6.1	0.9	3.5	1.5	2.6	0.8	4.5	3.5

1/ The commodity or group of commodities which accounted for 51 percent or more of the total estimated sales determined the product type assigned to the farm.

Source: Census of Agriculture, 1981.

Table 11.--Pesticide Use on Farms, 1981

County and Region	For Control of Insects and Disease			For Control of Weeds and Brush			Total Number of Farms Reporting Any Pesticide Use
	Area Sprayed or Dusted	Farms Reporting	Area per Farm	Area Sprayed or Dusted	Farms Reporting	Area per Farm	
	- ha -	- no. -	- ha -	- ha -	- no. -	- ha -	- no. -
Algoma	25	14	1.8	656	51	12.9	59
Cochrane	80	11	7.3	353	23	15.3	26
Manitoulin	80	9	8.9	1 411	99	14.3	104
Nipissing	123	16	7.7	1 778	84	21.2	93
Sudbury District	15	10	1.5	407	24	17.0	30
Sudbury Region	260	26	10.0	927	58	16.0	67
Timiskaming	805	21	38.3	9 426	233	40.5	242
Total Northeast Ontario	**1 388**	**107**	**13.0**	**14 958**	**572**	**26.2**	**621**
Kenora	3	3	1.0	100	3	33.3	6
Rainy River	60	5	12.0	1 865	59	31.6	62
Thunder Bay	244	20	12.2	1 243	50	24.9	58
Total Northwest Ontario	**307**	**28**	**11.0**	**3 208**	**112**	**28.6**	**126**
Total Northern Ontario	**1 695**	**135**	**12.6**	**18 166**	**684**	**26.6**	**747**
Ontario	**384 049**	**14 104**	**27.2**	**1 923 623**	**47 231**	**40.7**	**50 891**
Northern Ontario as a percent of Ontario	0.4	1.0	46.3	0.9	1.4	65.4	1.5

Source: Census of Agriculture, 1981.

Use of fertilizers is more extensive than pesticide use: 1,919 farms reported fertilizer use on the 1981 Census (Table 12). But while this represents 52 percent of the farmers in Northern Ontario, this rate of use among farmers is less than that for the province as a whole (where the rate is 68 percent). Farmers in Northern Ontario also applied less fertilizer per hectare, than farmers in the province as a whole, on all uses: cropland (excluding tame hay), tame hay and improved pasture. Northern Ontario farmers, however, fertilized a proportionally larger percentage of their tame hay and improved pasture - signifying the importance that these play in their livestock-based enterprises.

At these low levels of pesticide and fertilizer usage, any environmental pollution from these agricultural practices would be extremely minimal and localized.

Table 12.--Fertilizer Use on Farms, 1981

County and Region	On Cropland[1/]			On Tame Hay			On Improved Pasture			Total Number of Farms Reporting Any Fertilizer Use
	Hectares Covered	Tonnes per Hectare	Farms Reporting Use	Hectares Covered	Tonnes per Hectare	Farms Reporting Use	Hectares Covered	Tonnes per Hectare	Farms Reporting Use	
Algoma	2 434	0.24	192	1 756	0.17	75	503	0.22	40	216
Cochrane	2 336	0.23	112	3 807	0.22	91	1 153	0.17	51	154
Manitoulin	3 091	0.28	174	2 877	0.16	106	1 222	0.15	54	216
Nipissing	3 887	0.30	158	3 869	0.22	113	637	0.19	52	194
Sudbury District	1 378	0.25	91	1 827	0.18	54	480	0.17	31	114
Sudbury Region	1 467	0.48	89	647	0.34	54	219	0.21	30	112
Timiskaming	15 745	0.20	349	8 376	0.17	181	2 660	0.18	117	380
Total Northeast Ontario	30 338	0.24	1,165	23 159	0.19	674	6 874	0.18	375	1,386
Kenora	1 936	0.16	68	1 117	0.10	23	93	0.13	9	75
Rainy River	4 459	0.15	187	7 140	0.13	188	1 730	0.12	67	268
Thunder Bay	4 614	0.25	146	5 585	0.24	125	1 083	0.22	70	190
Total Northwest Ontario	11 009	0.19	401	13 842	0.17	336	2 906	0.16	146	533
Total Northern Ontario	41 347	0.23	1,566	37 001	0.18	1 010	9 780	0.17	521	1,919
Ontario	2 195 564	0.46	53,334	237 990	0.24	12 490	100 268	0.24	6,931	56,123
Northern Ontario as a percent of Ontario	1.9	50.0	2.9	15.5	75.0	8.1	9.8	70.8	7.5	3.4

1/ Excluding tame hay.
Source: Census of Agriculture, 1981.

PART IV

NORTHERN ONTARIO RURAL DEVELOPMENT AGREEMENT (NORDA)

Natural Resources

Small-scale projects intended to expand the utilization of the natural resource base in rural areas are encouraged through assistance for pre-investment studies. Rural land owners are encouraged to improve or establish woodlots. Funding is also provided to complete the geo-scientific data base in specific areas of high mineral potential. (Funding $4 million).

Tourism

Assistance is provided for tourism promotion, development of special attractions and pre-investment studies. (Funding $3 million.)

Rural Employment Incentives

NORDA assists the development of small-scale rural industrial commercial activities by providing support for manufacturing and processing enterprises, marketing facilities, related repair facilities, and other strategic commercial undertakings. (Funding $2.5 million.)

Rural Infrastructure Support

NORDA assists in removing specific physical constraints to the development of identified small-scale private sector projects. Assistance may include mapping, water and power supply, waste disposal, site access and other public services. (Funding $2.5 million.)

Assistance to Status Indians

Projects under these programs which primarily benefit Status Indians in rural Northern Ontario are predominantly financed through the federal Department of Regional Economic Expansion and of Indian and Northern Affairs. (Funding $1.5 million.)

SUMMARY OF NORDA AGRICULTURAL PROGRAMS

The agricultural programs are divided into three main areas: technology transfer, farm development, and farm products marketing.

Technology Transfer

Projects under this program promote testing, demonstration and adoption of new technology on farms and in agricultural businesses. This program provides financial assistance to farmers and agricultural businesses for projects described below (Table 13).

Table 13.—NORDA Technology Transfer Programs

Project Categories	Assistance
Testing innovative technology	Up to 50 percent of project costs with maximum assistance of $10,000 per project.
Demonstrating new technology	Up to 50 percent of project costs with maximum assistance of $10,000 per project.
Promoting wider adoption of proven technology	Up to 25 percent of project costs with maximum assistance of $5,000 per project.
Facilitating the adoption of revised farming systems	Up to 25 percent of project costs with maximum assistance of $5,000 per project.

Farm Development

The Farm Development Program aims to diversify and expand Northern Ontario agriculture by encouraging the establishment and further development of viable farm operations. It is the intent of this program to encourage farm groups

to identify opportunities for agricultural development in their areas and to propose projects which will overcome these obstacles or take advantage of the opportunities.

Assistance is available under the following five categories (Table 14).

Table 14.--NORDA Farm Development Programs

Project Categories	Assistance
General Farm Development	Up to 50 percent of costs to a general maximum of $10,000 per project.
Tile Drainage Installation 1/	20 percent of costs to a maximum of $5,000 per farmer.
Land Clearing and Breaking 1/	50 percent of costs to maximums of $80 per acre cleared, 40 acres per year per farmer, and $10,000 per farmer.
Major Erosion Control 1/	40 percent of costs to a maximum of $5,000 per farmer.
Surface Ditches 1/	50 percent of costs to a maximum of $5,000 per farmer.

1/ Maximum total assistance under these four categories combined is $10,000 per farmer.

Farm Products Marketing

To encourage the production of new farm products through market research, identification and development, this program provides financial assistance for market identification studies. Such studies identify the potential and the requirements for marketing agricultural products that are produced in the area or that could be produced economically in the area.

Financial assistance also may be provided for market development activities including promotion and test marketing of new products that are being produced in the area.

PROGRESS OF NORDA AGRICULTURAL PROGRAMS TO DATE

Approved Projects

Table 15 presents the status of the agricultural programs under NORDA. To date almost $3.7 million in assistance has been approved, with the bulk of the expenditures being made for farm development projects. NORDA funding has been provided to date to assist the clearing of almost 9,700 ha of land and to assist in tile drainage of almost 9,700 ha. Tile drainage assistance provided by NORDA is in addition to the provisions of financing and repayment under the provincial Tile Drainage Loan Program, and may be applied to the same area to the extent of the maximums indicated above.

Table 15.--NORDA Expenditures to Date

Program	Budget Allocation	Projects Approved		Expected to End of Agreement	
	$'000,000	no.	$'000,000	no.	$'000,000
Technology Transfer	1.35	51	0.69	75	0.93
Farm Development					
General Projects		20	0.24	35	0.35
Land Clearing		426	1.54	500	1.81
Tile Drainage		309	1.10	350	1.25
Other		10	0.01	30	0.03
Total	3.15	765	2.90	918	3.44
Farm Products Marketing	0.20	4	0.10	10	0.33
TOTAL	4.70	820	3.68	1,003	4.70

Activity North of the 50th Parallel

Only one project has been approved in this area. A total of $25,599 was approved for the Attawapiskat Indian Band to initiate a potato production unit.

PART V

BOARD OF INDUSTRIAL LEADERSHIP AND DEVELOPMENT (BILD)

BOARD OF INDUSTRIAL LEADERSHIP AND DEVELOPMENT (BILD)

OVERVIEW OF BILD

When BILD was established in January 1981, six major areas were identified as priorities for the cohesive and comprehensive development of the provincial economy in the 1980s. The areas are electricity, transportation, communities, technology, people, and resources. Agriculture is one of the resources BILD will develop.

BILD has committed $71.25 million of its $1.5 billion budget to agricultural development. The Ontario Ministry of Agriculture and Food has committed an additional $39.75 million to BILD. Thus, the total committed for investment in agriculture is $111.0 million.

SUMMARY OF AGRICULTURAL COMPONENTS OF BILD

Ten agricultural programs have been established to date under BILD: food processing; storage and packing assistance for fruits and vegetables; whey processing; farmers' market; agriculture college equipment; asparagus production incentive; tender fruit for processing tree planting; cream assistance; tile drainage; and farmstead improvement. Not all programs may have application in Northern Ontario.

A summary of each program is presented below.

Food Processing

Financial assistance is provided to the food processing industry for development, expansion, and modernization of new or existing facilities. BILD's co-investment in the processing sector will create additional import replacement and export expansion opportunities. (Funding $20 million over five years.)

Storage and Packing Assistance for Fruits and Vegetables

The Storage and Packing Assistance Program was created to increase Ontario's capacity to supply domestic and export markets with high quality produce over an extended marketing period by encouraging the construction and operation of storage packing facilities. (Funding $20 million over five years.)

Whey Processing

The Whey Processing Program is designed to encourage the production of modified whey products for use in a wide range of food products. To date no projects have been approved under this program. (Funding $15 million.)

Farmers' Market

The expansion of the Ontario Food Terminal facilities under this program increased the number of fresh produce stalls on the Farmers' Market at the Ontario Food Terminal, and permits a greater quantity of Ontario-grown produce to be sold at the Farmers' Market. The project was announced on November 16, 1981, and opened in August 1981. (Funding $2 million from BILD and $2.75 million from the Ontario Food Terminal Board.)

Agriculture Colleges Equipment

This program provides for the acquisition of high technology equipment for the six colleges of agricultural technology. Funds will be spent over four years in three areas critical to the future of agriculture: farm management, laboratory technology, and farm machinery. (Funding $1.75 million.)

Asparagus Production Incentive

The program's purpose is to encourage producers to establish an additional 1200 hectares of asparagus for the fresh and processing markets to replace imports. (Funding $1.5 million over five years.)

Tender Fruit for Processing Tree Planting

Ontario growers who buy and plant Clingstone peaches and Bartlett pear trees have the costs of the trees rebated under this program. The program is designed to increase Ontario's share of the canned fruit market. (Funding $1.5 million over five years.)

Cream Assistance

The Cream Assistance Program is designed to encourage the conversion to modern cream storage containers and upgrading of packing equipment. (Funding $5 million over five years.)

Tile Drainage

BILD, under the Tile Drainage Act, provided additional funds for low interest loans to assist farmers in financing tile drainage. This is in addition to the $30 million being provided by the Ontario Ministry of Agriculture and Food. The BILD portion of the Tile Drainage Program is now completed. (Funding $6 million from BILD in addition to previously allocated $30 million.)

Farmstead Improvement

The Farmstead Improvement Program was created to encourage improvements to fencing and farm structures and generate local employment across the province. The program was in effect between May to December 1982. (Funding $9 million.)

PROGRESS OF BILD AGRICULTURAL PROGRAMS TO DATE

Allocations to and Expenditures under BILD

The province through BILD and OMAF has allocated $111.0 million to date for the designated agricultural programs. Table 16 presents a status report of expenditures made or committed to date. The largest expenditures to date have been made under the Food Processing Assistance Program; however, applications for significant total funding under Tile Drainage and the Farmstead Improvement Programs are still being processed.

Table 16.--Total Expenditures under the BILD Agricultural Programs

Agricultural Program	Total BILD and OMAF Allocations	Projects Approved	
		Number	Government Funding
	$'000,000		$'000,000
Food Processing	20.0	10	12.5
Fruit & Vegetable Storage	20.0	503	9.5
Whey Processing	15.0	0	
Farmers' Market	4.75[1]	1	4.75
Agriculture College Equipment	1.75	1	1.75[2]
Asparagus Planting	1.5	119	0.9[3]
Tender Tree Fruit Planting	1.5	152	0.3
Cream Assistance	1.5	24	0.2
Tile Drainage	36.0	[4]	
Farmstead Improvement	9.0	[5]	

[1] Includes $2.75 million allocated by Ontario Food Terminal Board.

[2] To date, expenditures under this program have totalled $222,000. The investment program is expected to cover a four-year period.

[3] Includes grants of $0.4 million committed for payment over the next two years.

[4] Of the $6.0 million BILD's share of this program, $5.8 million was spent. The balance of $30.0 million for tile drainage is an ongoing program.

[5] The program was in effect from May to December 1982. A total of 13,782 applications have been received to date. Final payments have yet to be made and probable expenditure is estimated at $13 million.

Status of BILD in Northern Ontario

Northern Ontario to date has received over $0.5 million in assistance under BILD programs (Table 17). Applications under the Farmstead Improvement Program (which had to be submitted by December 31, 1982) are still being processed. Similarly, payments under the Tile Drainage Loan Program are still being made.

Table 17.—BILD Expenditures in Northern Ontario

Program	County	Projects	Government Funding
			$'000
Fruit & Vegetable Storage	Sudbury	2	26.2
Agriculture College Equip.	Timiskaming[1/]	1	19.2
Asparagus Planting	Thunder Bay	1	5.0 [2/]
Cream Assistance	Manitoulin	1	9.6
	Sudbury	1	7.2
	Rainy River	1	1.3
	Timiskaming	2	9.6
	Sub-total	5	27.7
Tile Drainage	Algoma		6.6
	Manitoulin		2.0
	Nipissing		13.0
	Rainy River		44.8
	Sudbury		11.3
	Timiskaming		146.7
	Sub-total		224.4
Farmstead Improvement	Algoma	34	17.0
	Cochrane North	8	14.4
	Cochrane South	18	8.4
	Kenora	12	3.7
	Manitoulin	105	46.4
	Nipissing	65	29.2
	Rainy River	42	8.5
	Sudbury	41	22.0
	Thunder Bay	31	26.8
	Timiskaming	89	24.3
	Sub-total	445	200.7
Total BILD in Northern Ontario			503.2

[1/] New Liskeard College of Agricultural Technology.

[2/] Includes payments made and those committed to be made.

PART VI

POTENTIAL FOR AGRICULTURE

POTENTIAL FOR AGRICULTURE

Future development and expansion of agriculture in Northern Ontario will occur on several fronts: clearing forests on farmland; using cleared land; and clearing and developing new lands. In large part, these actions will occur first south of the 50th parallel where agriculture is now already being practised. Less development will occur north of Kapuskasing and north of Kenora, save for specific, individual undertakings and projects.

(1) Clearing of forests from lands on farms which have a potential for agricultural production. The large decrease in woodland on farms in Northern Ontario (from 1.6 million ha in 1951 to 0.7 million ha in 1981) is not due to land clearing; rather it is a result of farm abandonment. Very marginal farm operations and farm properties with too small an area of cultivable land have gone out of production. Other farmers have sought to increase the area of improved land on their farms.

The increasing area of improved farmland, especially over the past two decades indicates that land clearing and upgrading are occurring. While much of the prime agricultural soils on farms have been cleared, there is potential for more on-farm clearing. Assuming varying proportions of cleared land on different soil classes (ranging from 90 percent cleared on class 2 soils to 50 percent cleared on class 4), it is estimated that there are an additional 18,000 ha of classes 1-4 soils presently on farms in northeast Ontario and an additional 20,000 ha in northwest Ontario which could be cleared. Under funding from NORDA land clearing is occurring at a rate of some 2,000 ha per year.

(2) Occupation, for farming purposes, of land that is already cleared but not used presently in farming. It has been estimated elsewhere that there are 307,000 ha of land cleared and available for agriculture in Northern Ontario[1/]. This estimate includes cleared land, both on and off farms

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1/ Conditions Affecting Evaluation of Lands for Agriculture in Northern and Eastern Ontario. A report prepared for the Land Resource Research Institute, Agriculture Canada, by the Land Evaluation Project, University of Guelph, 1982, p. 25.

(but not developed by irreversible uses), but excludes any land with CLI class 7 soils. This indicates that there is potential for farmers to intensify their use of land which they already own and for farmers (either present or new farmers) to purchase land that is already partly cleared. Some of this area, however, is CLI class 5 and 6 soils and is not suitable for annual grain or forage crop production. Nevertheless, this area is some 66,000 ha more than the area of improved farmland in 1981.

(3) Occupation, clearing and development of land that is suitable for agriculture, but presently is not so used. The difference between improved farmland (0.2 million ha) and CLI classes 1-4 soils (2.9 million ha) implies a vast potential for increasing the farm area in Northern Ontario. For much of this area, however, climatic restraints limit the range of crops to hardier grain and forage crops. Also, CLI classes 1-4 soils are not located contiguously in one area, but are located in all districts and even within them are situated in pockets. Finally much of this potential area is presently inaccessible and would require transportation infrastructure development.

Northern Ontario's agricultural potential is frequently held up as the future source of food for Ontario and exports markets. Development pressures for non-farm use of land in the southern, urban parts of the province and increasing demand for food from increasing populations in Ontario and elsewhere will encourage the development of Northern Ontario's food production potential in the long run.

Agriculture in Northern Ontario has been practised generally south of the 50th parallel. While the area generally between the 46th and 50th parallels contains one-third of the province's agricultural soils, only part of it has been developed and used by agriculture (the total area of farms in Northern Ontario accounts for only 8 percent of the total provincial farm area).

The agricultural potential that the large land area implies, however, is lessened by the poorer soils found in the north and the cooler climatic conditions under which agriculture must be practised. Areas of significant agricultural potential include Timiskaming, Rainy River, and other areas of class 2 soils.

Future prospects for agricultural development north of the 50th parallel are limited. Save for pockets of agricultural soils, the area is generally unsuitable for large-scale development of commercial agriculture because of cool climate and poor soils. Special projects and undertakings by enterprising individuals and groups have occurred north of the 50th parallel, but these have been few.

Future development and expansion of agriculture in Northern Ontario will occur in the Commission's secondary area of concern - that is, generally between the 46th and 50th parallels. While presently hay, oats, barley and mixed grains account for almost all of the cropland area, future prospects for new crop production such as canola are being assessed. Livestock enterprises will continue their importance in the agricultural economy of the north. Expected changes in federal grain transportation policies will benefit feed grain production and the livestock sector in Northern Ontario.

Increasing the utilization of the north's soil resources will require large amounts of capital for land clearing and development (e.g., tile drainage). Presently input suppliers and markets tend to be few and very often distant from producing farmers. Future development of the agricultural resources of Northern Ontario will also encourage the development and improvement of the necessary supply and service sector. Development of Northern Ontario agriculture will be gradual and involve the simultaneous development of all aspects - land base improvement, the development of supporting infrastructure and markets, and the introduction of new shorter season crop varieties. Such gradual development is currently taking place in the grain and livestock sectors. Agricultural development of Northern Ontario will involve the cooperative efforts of the private sector and government.



NORTHERN ONTARIO

Scale in miles

20 10 0 20 40 60 80 100 120 140 160

LEGEND

BOUNDARIES

International ——— County or District

Provincial ——— Regional

RM Regional Municipality

H.S
203

Muskrat Dam Band Economic Development Plan:

A Case for Balanced Small-Scale Development

Prepared for:

The Royal Commission on the Northern Environment

By:

S. Lindley and
the Muskrat Dam Band

This report has been prepared with the financial assistance of the Royal Commission on the Northern Environment. However, no opinions, positions or recommendations expressed herein should be attributed to the Commission. They are solely the responsibility of the author.

The legitimate demand of native people resident in Northern Ontario to participate more fully and meaningfully in dealing with their present problems, and in determining policies affecting the use and preservation of existing natural resources in a manner consistent with future needs, is a thrust, or change that cannot be ignored.
(Justice E.P. Hartt, Royal Commission on the Northern Environment, 1978.)

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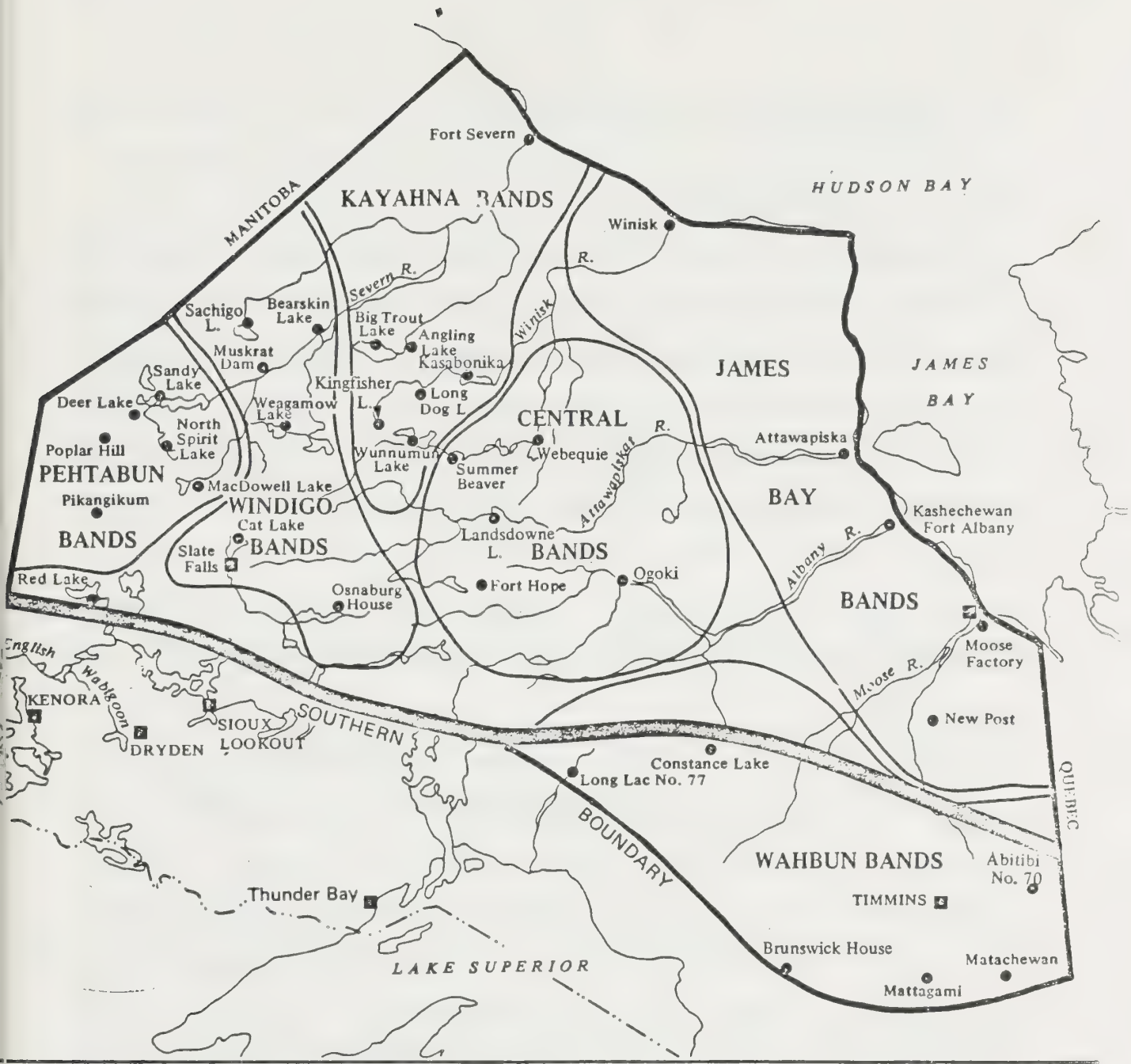
PREFACE

This report has been prepared by the Muskrat Dam Band and associates in order to present to the Commission the viewpoint of an isolated native community located in Northwestern Ontario, regarding the use of natural resources as a vehicle towards the goal of self-sufficiency, self-determination, and the continuance of native culture. The Muskrat Dam Band is committed to the goal of reducing its dependancy on government support by improving the efficiency and effectiveness of existing economic activities, and by initiating other activities which will help to improve the economic base of the community through diversification.

Similar to other Indian communities north of 50^{o}, the majority of people living on the Muskrat Dam reserve rely heavily on subsistence forms of food-gathering to supplement their incomes. Trapping, fishing and hunting are, therefore, activities which are integral to the overall well-being of the Band. In addition, Muskrat Dam relies heavily on local timber resources for their source of heating fuel and building materials. For these reasons the Band wishes to voice its concerns about the draft West Patricia Land Use Plan proposed by the Ministry of National Resources.

It is hoped that this submission will provide the Commission with some insight into the needs, goals and

concerns of an Indian community north of 50° which is looking to the future for continued success and well being in the face of mounting pressures to change.



NISHNAWBE-ASKI BANDS AND PROJECT DEVELOPMENT AREAS

WITHIN GRAND COUNCIL TREATY NUMBER NINE

- ● CREE OJIBWAY COMMUNITIES
- ■ TOWNS
- —— 50-80% OF COMMUNITY INCOME DERIVED FROM THE LAND
- ▬▬ 25-50% OF COMMUNITY INCOME DERIVED FROM THE LAND

NOTE: BOUNDARIES ARE APPROXIMATE

1. INTRODUCTION

1.1 Brief History

Muskrat Dam was first settled permanently in 1966 by a small group of people from the Bearskin Lake Band. These people were concerned about the steady deterioration of water quality, and the rapid disappearance of renewable resources in and around the Bearskin Lake Reserve. Forseeing a more prosperous future at Muskrat Dam - traditionally a summer fishing camp - these people travelled with their families, and only as many personal belongings as they could carry on their backs, and set out to develop a new life in a new location.

At first the tiny settlement encountered great difficulties in carving a permanent homesite out of the woods, relying exclusively on hand tools, and local resources. There was no store where a person could buy a tin of beans or a sack of flour to tide him through a poor hunting season. In addition there was no nursing clinic, and no school. Despite the overwhelming hardships, the families grew, and other families moved to the settlement.

In 1976 Muskrat Dam attained full Reserve status. As a registered Band, the people were entitled to a nursing clinic, a school, and government funding. A Chief and Council were elected giving the community a more formal local

government. By 1977 the population had reached 175 members (Department of Indian Affairs, 1977).

With increased efficienncy and effectiveness of local government, and with an increase in the number of skilled Band members on-reserve, the Band has been enjoying increased economic success. This report attempts to examine the current economic activities conducted by Band members, and to examine other possible economic activities which may benefit the Band in its pursuit of attaining the following goals:

1. to increase Band control of economic activities, and to decrease dependancy on outside agencies through promotion of traditional and appropriate modern economic activities.

2. to increase the economic welfare of Band members by increasing Band and Band member incomes through increased employment opportunities in order that the Band be better able to cope with the increase cost of living.

3. to maximize the utilization of available resources through improved management and co-ordination of economic activities, and to protect the environment in such a way as to protect resource potential for future generations.

4. to provide employment opportunities to as many Band members as possible without causing undue adverse effects to the traditional activities of the Band.
(Muskrat Dam Indian Band Community Plan, 1983.)

The people of the North are becoming increasingly concerned with the way in which resources in the North are being extracted, and the lack of benefits which are derived by northeners from this abundant 'development'. The costs of large-scale development have been well documented. What

is needed is an alternative approach to the system of resource development which has been practised for over a century throughout the North. This is part of the mandate of the Commission.

In response to this mandate the Muskrat Dam Band has prepared this report in order to express an alternative which is most desirous to the people of the Band. For thousands of years the Indian people have been successful stewards of the resources in their homeland of Northern Ontario. The resources which remain intact in this region are undeniable evidence that the Indian people have the inherent skills of resource management which are vital in order to properly maintain this legacy for generations to come.

2. THE NEED FOR ECONOMIC DEVELOPMENT

The Muskrat Dam Band is currently faced with the dilemna that traditional economic persuits are no longer viable to the point of being sufficient to fulfill the Band's long-term goals, stated in the previous section. However, the Band remains committed to the maintenance of traditional culture. Economic development plans for the Band must therefore take into consideration the need for economic activities which not only contribute to the satisfaction of these long-term goals, but which also have minimal negative impacts to traditional culture. A well-planned balance between modern and traditional persuits is essential. It can be argued that one major reason for the heavy reliance of Band members on welfare assistance is the lack of an independent economic base on reserve. Yet it must be made clear that these problems will not be alleviated magically with a rapid influx of development projects. Successful economic development is not a forced, rushed, hasty process. Priorities must be carefully laid out before new projects are initiated.

The questions to be addressed in this report are, 1) why is there a need for change?; 2) what type of economic development scheme is appropriate for the Muskrat Dam considering all the needs and goals of the Band, and 3) what constraints are imminent which impede the successful fulfill-

ment of these developments?

The need for a changing focus in economic development is apparent. Traditional activities on their own no longer satisfy the needs of the Band. Trapping and fishing are increasingly dependent on the state of external markets. Fish and pelt sales are determined to a large extent by the demand for those commodities in the urbanized south, and internationally. Because these goods are considered as 'luxury', demand slacks off in periods of economic recession such as is being experienced in 1982. The result is that prices tend to remain stable, or even decrease. Fish prices for the past five years have been fairly steady at what is considered to be a depressed level. Pelt prices are not fixed in the same manner. Prices are determined by the market at individual auctions. Thus, prices can fluctuate quite significantly over the course of a year. As with fish price trends, pelt prices have remained fairly stagnant over the past 3-5 years. The effect of pricing is felt predominantly by the local trapper/fisherman. Costs remain inflationary for fuel, transportation and supplies, yet fish and pelt prices remain stable at best. The result is a corresponding lack of incentive for those who are less experienced, or less dedicated. Incomes are reduced for all, and a greater reliance is placed on other sources of income - such as welfare, or wages.

High fuel costs are hurting trappers and fisherman

that rely on distant traplines or lakes. High air transportation costs for freight hauling are reducing the viability of harvesting resources in areas which are inaccessible by ground transportation. This has two effects. Those who continue to fish and trap in remote areas are paying a significant proportion of their gross incomes to transportation. Secondly, the areas which are accessible from the community by ground transportation are becoming increasingly crowded. This is not an acute problem at Muskrat Dam as yet. However, the amount of available land registered by Band members for trapline areas will remain largely constant. The population is increasing at a rate of natural increase of approximately 3% (Muskrat Dam Community Plan, 1983). It is estimated that the population of the Band will be almost doubted by the year 2002 (see Figure 1). The demands placed on these land areas will be significantly higher. If the trend to trap and fish in local areas increases at the same time, it is likely that some change will be required. Either more lakes/traplines will be required, or the number of people in the community relying on these persuits for their annual income will have to drop.

Another problem related to fishing is the MNR quota system. Due to high transportation costs, and the comparatively poor quality of fish stock in some of the more distant lakes there is little incentive to fish in these areas. This presents a problem in that the MNR reviews

TABLE 5.1

MNR FISHING QUOTAS FOR LAKES COMMERCIALLY FISHED BY THE MUSKRAT DAM BAND (kg) 1981

Lake	Pickerel	Northern Pike	Whitefish	Sturgeon	Goldeye
Muskrat Dam	2727	-	9090	-	N/A
Two Rivers	5200	1200	5600	-	N/A
Knife	4545	1818	6818	-	N/A
Asipoquoba	1200	-	1600	-	2000

w = whitefish y = pickerel j = Northern pike

TABLE 5.2

COMMERCIAL FISH PRODUCTION - MUSKRAT DAM BAND* ($) 1977-1981

Lake	1977			1978			1979			1980			1981		
	w	y	j	w	y	j	w	y	j	w	y	j	w	y	j
Muskrat Dam					-		8115	1245	-		-		4 5 9 7	2 4 5 0	-
Knife		-			-			-		977	1506	2350		-	
Two Rivers		-		2559	1441	1596		-		5770	1934	1166		-	
Asipoquoba		-			-			-			-			-	

(obtained from MNR)

*Note - Dollar values of catch are gross values. Transportation costs etc. are not included.

fishing quotas for every lake each year (see Tables 1 and 2). Quotas are set based on the previous years catch in that lake. If the catch is poor, the MNR will lower its quota based on the assumption that fish populations in the lake are depressed. If Muskrat Dam fisherman continue to rely on local lakes for the majority of their harvest, the quotas on distant lakes will be reduced to the point where it is infeasible in all regards to fish them.

Since 1973 Muskrat Dam has had a day school on the reserve. Since that time it has been mandatory that children be in school during the regular school year. However, traditionally young children joined their family on the trapline during the spring trapping season. This served as a training ground for the future trappers, and also increased the efficiency of the harvest. Today, the emphasis among Band members is to encourage children to stay at school. More and more students have the goal of attaining the white man's education. This reduces their interest in, and time available for traditional persuits including fishing and hunting as well as trapping.

It should also be mentioned that government subsidies (DIA and MNR) for traditional persuits are inadequate to serve as incentive for the people of Muskrat Dam to increase their efforts in these activities. If these subsidies were increased at the same rate as inflation they might be more useful.

It is no mistake that hunting has not been included in the foregoing discussion. Hunting is a traditional persuit which Muskrat Dam Band members rely on both for recreational value, and for food. It is undeniable that rising costs are affecting hunting. However, hunting is not controlled by the government in the same manner as trapping and fishing. Band members hunt extensively in local areas, easily accessible by ground transportation. For this reason, it is unlikely that the activity would be affected by a wage economy to the same extent that trapping and fishing (on distant traplines/lakes) would be affected.

Due to many of the factors outlined above, the Muskrat Dam Band has been looking to alternative income sources. At the same time traditional activities are still an important aspect of Band life, economically and culturally.

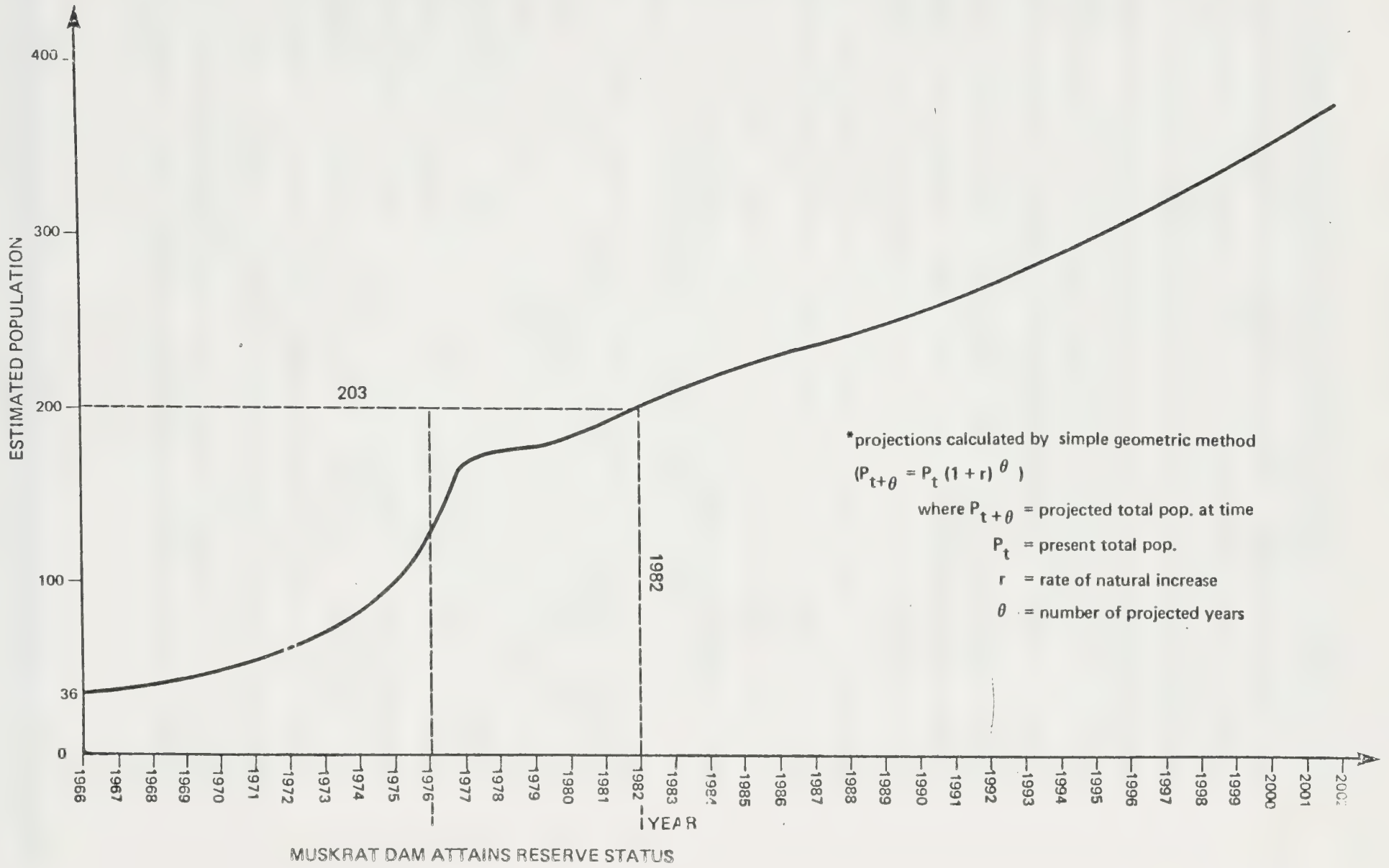
The estimate unofficial population of the Band including non-Band members, as of November 1982 is 213 (see Figure 2). People are engaged in various forms of full-time employment including Band office employees, teacher's assistants, community health representatives, retail sales employees, maintenance, clerical positions, fire chief and a Windigo Tribal Council Project Development Area representative. There are also numerous part-time activities which provide employment including fishing, trapping, maintenance, construction, post-office staff, retail sales and employees, craftsman, winter freighting employees and sawmill operators.

Figure 2.1

MUSKRAT DAM INDIAN BAND ESTIMATED POPULATION

(1966-1982)

(ON AND OFF RESERVE) AND TWENTY YEAR PROJECTION*



Although there was an average of only 12 welfare cases per month from April 1982 to September 1982, this represents 37.5% of total households in the community, an increase of nearly 8% over the period from January to June 1982. Full-time employment positions are held by only 26% of the total employable workforce. For those who are not employed full-time, and are not getting general welfare assistance, part-time employment offers some wages, and Unemployment Insurance Compensation benefits tide them over through the remainder of the year. Full-time and part-time employees must rely heavily on traditional sources of food to supplement their scant incomes. Fishing, trapping, hunting and some agricultural endeavours are thus of paramount importance to the well-being of the Band.

It is very difficult to measure the direct economic gains of these seasonal, traditional persuits using conventional methods. However, a case study of three 'typical' Band members was conducted in order to attempt to show the relationship of these activities to weekly family expenditures in the local retail store. One member is a full-time employee with a regular cash income. The second person is a part-time employee, relying on regular income from construction in the summer months, and some winter-freighting in the winter months. The third person is unemployed, relying on general welfare assistance throughout the year. The study aims to show how food expenditures at the retail

store fluctuate from seaons when trapping, fishing and hunting are lycrative, to seasons when these activities are not pursued in earnest, due to unfavourable weather conditions, animal breeding seasons, and periods of employment. Although the figures presented may not be representative of the Band as a whole, it should be stated that the persons selected were revered to be among the most successful at hunting, fishing, trapping, - according to other Band members. This would suggest that the remaining Band members probably have to spend a greater proportion of their income on food during periods of 'extensive' traditional food gathering. For results see Table 3.

Table 1. Estimated Expenditures (for Three Selected Band Members) at Local Retail Store ($ per family member per week)

	Period of Minimal Traditional Food Consumption	Period of Extensive Traditional Food Consumption
full-time employee	30.00	24.50
seasonal part-time employee	30.00	16.00
unemployed welfare recipient	28.60	18.00

These figures show that regardless of employment status, all three individuals rely heavily on traditional means of food gathering as income supplement. Assuming that a family

member would have to spend approximately $30.00 per week at the store in order to have sufficient food to eat, it can be seen that even the full-time employee reduces his grocery bill by approximately 18.0% during periods of intensive traditional food gathering. The part-time employee reduces his bill by approximately 47%.

It is not suggested that the only incentive for Band members to persue traditional activities is income supplement, although this is an important reason. The Band as a whole has expressed that these activities are persued because they are an inherent part of the culture. Muskrat Dam Band members will always persue and enjoy fishing, trapping and hunting. The Band feels that these activities must never be discontinued. Young people are taught the skills required to be proficient at traditional activities, and are encouraged not only to participate, but to strive for improved techniques.

However, education levels increase, and more people attain skills which are oriented towards the white man's economy, the demand for employment opportunities (which make the best use of this education) on reserve will increase. This demand must be answered if young people are to remain within their culture in their home community.

Outmigration can become a serious threat to the more isolated bands such as Muskrat Dam in Norther Ontario. Students are sent 'out' to high schools in the urbanized

south where they attain skills which are often of little use back in the home community. Many Indian people who choose to remain in the south often have difficulties obtaining jobs. This will become an increasing problem as national rates of unemployment persist upwards. The Muskrat Dam Band intends to develop activities which utilize these human resources. Not only will this help to increase the level of educated skills on-reserve, but it will also serve to help Band members strive for personal growth both in terms of utilizing education, and also maintaining and improving skills in traditional activities.

Successful economic development also has other benefits. Active participation in the wage economy increases the amount of cash available to Band members through pay checks. With increased amounts of cash, Band members can afford some of the luxuries which are taken for granted in the south. Washing machines and dryers increase the amount of leisure time that a Band member has, thus allowing him/her to persue other activities such as handicrafts, fishing, hunting, etc. Ready cash also allows a Band member to reduce his reliance on credit in the local stores, thus enabling him to purchase boats, motors, nets, guns etc., with which he can more efficiently persue traditional activities. If prices for fur pelts are poor, or if fishing catches are low, he will not have to starve himself in order to pay for his equipment. The most important benefit of the wage economy is the reduced

dependence on government sources of income such as welfare and unemployment insurance compensation. It is a goal of the Band to reduce its reliance on government financing. With reduced reliance on government for the well-being of the Band, the level of local autonany will increase. The more business there are on-reserve which are making decisions independant of government supervision, the closer the Band will come to a position of self-determination.

Another advantage of promoting growth of Band-operated business is that the income derived can be used for the collective benefit of Band members in any way desired (as opposed to designated funding or labelled block funding derived from government agencies). As income increases beyond capital and operating costs, the Band can use the profits to supplement the development of other programs. Profits can also be used to increase the efficiency of the business, through expansion, funding of training programs, or purchases of other machinery.

3. PROPOSED DEVELOPMENT SCHEME

3.1 Present Activities

The need for economic development at Muskrat Dam is clear. The goals which the Band wishes to attain through economic development are clear. The challenge which remains is that of implementing a development scheme which will best accomodate the needs and goals, and which will have a good chance of success.

Due to the isolation of the Muskrat Dam Band, the monetary costs of development are high. Capital expenditures are much higher than would be experienced by a similar community in the south. Due to the high costs of starting a business on reserve, the risks are corresponsingly high. Risks not only include monetary loss, but also loss of culture. The Band is well aware of the risks involved with economic development and thus in its proposed scheme, has attempted to reduce this propensity. Band members are aware that educated personnel is required in order to have effective management and accounting. Band members are aware that the community must maintain its proficiency in traditional activities. The Band is also aware of the monetary constraints of economic development.

However, despite all the risks, there is reason for

much optimism. Muskrat Dam is located in an area which is reasonably rich in resources. There is much good timber, reasonably good fishing, trapping and hunting, very good mineral potential, hydro potential, and a beautiful setting. The people are quite skilled in their traditional activities, not only as primary and secondary (handicrafts) producers, but as ecosystem managers. Education levels are increasing with an increasing number of students entering into high school and other training programs. The Band is also currently organizing a training session on-reserve in business management. The most important reason to be optimistic comes from the fact that there is general community support for the direction that the Band is taking. This is very important. If the community was being led by the ear towards some goal which was merely the goal of Chief and Council, the chances of successful economic development would be seriously reduced, if not completely eliminated.

The economic development scheme will be presented as a series of comments on individual activities. Some of these activities exist already as successful, developable entities, others are plans for future developments. The reader should not assume that all of these activities have been tested for feasibility, and the reader must also recognize that these are the plans as they exist today. Tomorrow, plans may change due to constraints which are not in the Band's control.

3.1.1 Commercial Fishing

The Muskrat Dam Band currently fishes four lakes commercially - Muskrat Dam Lake, Asipaquaba Lake, Knife Lake and Two Rivers Lakd (see map, appendix). The future success of this activity largely depends on the trend in fish prices, toe rate of rising operational costs, and the maintenance of fish stock, as discussed in the previous section.

However, improved efficiency in the present system is well within the capability of the Band. Increasingly, Band members are cutting fuel and equipment costs by forming crews. Fuel efficiency is also being practised by increasingly the efficiency of freight hauling from the community's fish house on reserve, to the Northern Native Fisheries Association processing plant at Windgo Lake. This is achieved by ensuring that charter flights are full. The fish packer at the fish house is increasingly becoming a warehouse manager. He is also somewhat responsible for ensuring that the quality of fish being sent out is of saleable quality. This reduces loss due to backcharges for poor quality fish. The fisherman are also becoming increasingly aware of the necessity for efficient culling when emptying the nets. Fuel/transportation efficiency could be improved further by installing fish and ice houses as well as overnight cabins on the more distant lakes. This would reduce the number of trips that fisherman must make to and from

the lake. It would also improve on the number of charter flights required from the Lake to the processing plant. Fish could be culled and packed on the distant lakes and sent directly to the processing plant, rather than having to ship the catch to the reserve first. These innovations might also help to increase the incentive to fish these lakes.

Well maintained equipment can help to reduce the capital costs of replacement. This presents opportunities for young people who wish to become involved with motor mechanics.

Winter fish prices are significantly better than summer prices. In the past the Windigo fish plant has not been in operation during the winter months. However, it is proposed that it will operate in the winter of 1982-83. Investing in the necessary equipment to improve winter fishing techniques could have a significant return. This would be a particularly beneficial development if it could become possible to arrange transportation contracts through the winter freighting operation (to be discussed in this section).

Commercial fishing should always be protected to the point where the harvest can at least help feed the community, and reduce non-traditional costs.

3.1.2 Trapping

Trapping is one of the most valued traditional persuits of the community. Nearly every Band member has been, or is, involved with trapping at some time. The income derived from trapping is increasingly declining due to rising costs and a deflated demand on the international market. However, there are improvements which Muskrat Dam trappers would like to institute in order to improve the economic viability of the activity.

A future projection is to develop a trapping education program in conjunction with the on-reserve school. This would have various perceived impacts. Most importantly it would improve the expertise of trapping methods, and would also, it is hoped, increase the interest of young people in persuing the activity. Both of these impacts could increase the viability of trapping distant traplines (see map, appendix).

Muskrat Dam trappers are also interested in considering the inception of a regional trappers association. The advantages of such an organization could include:

1. greater organization and increased efficiency of pelt collection and grading.
2. decreased vulnerability to the trapper, and reduced charge backs as the association would be more responsible to the individual trapper at auctions than to the existing representatives of large companies.
3. the association would be dealing directly with the European buyer at auctions in the best interest of the trappers which could result in better prices.

4. wholesale commission would not have to be paid by the trapper thus increasing the profit of each pelt.

5. improved access to a greater number of auctions.

This would have to invovle cooperation with other Bands in the region, and the Department of Indian Affairs if funding is required.

3.1.3 Hunting

Hunting is not immediately endangered to the same extent that fishing and trapping are. The Band is aware that in order to protect hunting they must be careful managers of timber and logging activities. It is also important that young people be involved with hunting from an early age in order to promote interest, and improve efficiency.

3.1.4 Handicrafts

Handicrafting is a valuable form of secondary manufacturing for the Band. Efficient trapping and hunting yield many useful products for this activity. Handicrafting also represents a form of employment and income generation which women can become involved with on a full-time or part-time basis.

In 1982 a grant of $6,600 was secured from the Ontario Ministry of Culture and Recreation for the purpose of setting up a wholesale/retail outlet and also for training younger

women. This craft store is now open for business. Band members and visitors are encouraged to shop at the store. Craftsman can obtain some materials through the shop and can display materials, to be sold on a consignment basis. The women are hopeful that wholesalers will visit the reserve and make orders from the store for large quantities of craftwork.

The Muskrat Dam Band is aware of the incredible potential for marketing crafts in urban centres of the south. The Band is striving for improved marketing techniques which help the band to tap this market.

3.1.5 Sawmill/Logging

The Muskrat Dam Sawmill is currently a very successful undertaking, with more potential for future growth. However, these are constraints which are limiting the future expansion of the enterprise.

Output from the sawmill supplies all dimensional lumber needs for the community. This operation also supplies all the logs necessary for house construction. This is a large step in the direction of self-sufficiency. In addition to supplying community lumber and log needs, some surplus inventory is available for sales to other communities in the region. In the 1980-81 fiscal year, outside sales accounted for approximately 11% of total sawmill output of 153,600

board feet.

The Band is aiming to reduce its dependence on government grants in order to operate the business independantly. This would require a substantial increase in outside sales in order to raise the necessary captial required for equipment purchases and operation. This increase in sales is limited by market demand. It is necessary that the sawmill Board of Directors engage in an attractive marketing program which will convince other communities that purchasing Muskrat Dam lumber is cheaper than lumber from the south, and is also cheaper and easier than starting up their own sawmills. The Band would be prepared to hire workers from communities that feel they would be experiencing a loss of development potential in their own communities. According to J.H. Blair and Associates, the Muskrat Dam Sawmill is in an ideal position to become a regional supply centre for lumber and possibly logs (Blair, 1982).

There are other constraints to large scale growth which must be examined. According to the Blair study, the Muskrat Dam timber area (see map, appendix), contains approximately 232,895 cords of merchantable timber. Approximately 35,900 cords are locted in three readily accessible areas whithin two to nine miles of the community by water. Blair calculates that this area has the potential to support 20 years of usage if the operation does not grow. The West Patricia Land Use Plan preferred Option 'D' states that 'community

forests' will be assigned to Indian Bands, based on community needs. It is unlikely that they consider 'need' to exceed the size of the area already logged, especially if there is any future potential to create a waterway provincial park along the Severn River. This will be discussed further in the next section. It seems that the Band will eventually have to lease forest land, and pay stumpage fees to the MNR.

Another constraint is the lack of necessary equipment. In order to secure a sable market, the Band must be in a position to sell lumber which is of rival quality to that produced in the south. A stacking/drying shed is needed to prevent warpage while wood is stockpiled. A skidder is needed to improve the efficiency of hauling logs in the bush. A larger engine (75 h.p.) is required to power the saw.

A manager is required to be responsible for marketing, payroll and bookkeeping duties. Young people will be encouraged to enroll in small business management courses in order to fill this type of role.

Many of these constraints could be alleviated through incorporation of the business. The operation would then be enabled to approach the bank for credit; the business would also be in a better negotiating position with the MNR re-land leasing. Before incorporation is undertaken, the Band is aware that a cost-benefit analysis is required.

Successful sawmill expansion will create more jobs, create an increase in Band incomes, thus increasing the

amount of cash circulating within the community. In the long run (especially if the operation becomes incorporated), the sawmill business could operate independently of government funds, and could promote increased self-sufficiency in house construction. Expansion of the sawmill would also provide management opportunities for skilled/educated people to fill, thus reducing the outmigration of Band members to urban centres.

Expansion of sawmill activities does not have to have a negative impact on traditional activities. Sawmill operations are most active from early December to mid-March, and again from May to July. Overlap with trapping only occurs in early December and the last wook or two in March. It is possible that sawmill activities could be reduced during the overlap period to allow some workers to trap. A rotating schedule could be developed whereby some workers are given the opportunity to trap while others work, and vice versa. It is possible that this type of scheme could improve the efficiency of trapping, especially in local areas, as the number of trappers operating in one area at one time would be reduced.

3.1.6 Winter Transportation

Muskrat Dam is an isolated community, and for this reason, transportation costs are extremely high. During

the warm months freight is transported to the community by air. The main problem with air transportation is the exorbitant rates. During the winter months, air freighting continues although to a lesser extent. The Band relies on the winter road network to facilitate hauling some freight over the ice by tractor train. To date the Band is linked by winter road to Weagamow Lake Reserve (approximately 50 miles) which is linked to southern communities during winter months, Sachigo Lake Reserve (65 miles), and Bearskin Lake Reserve (70 miles), (see map, appendix).

Muskrat Dam has been independently operating an overland tractor train since 1981 for the purposes of hauling fuel, building materials, vehicles, etc. from Weagomow Lake Reserve to the communities mentioned above. Prospects for the 1983 fiscal year look promising. Some employees from other communities will be hired in order to increase the size of the crew. This will improve perception of the business in growth for the outfit. Although the Band is hoping to obtain grants from federal and provicial agencies for the 1983 season there is a chance that total funds requested will not be supplied.

Depending on the success of the operation during this season it may be a consideration to incorporate the business through the Ministry of Consumer and Commercial Relations. This would entitle the company to apply to chartered banks for capital and/or operating loans. These loans can then

be used to upgrade equipment, provide the necessary service and pay employees. Another advantage of incorporation would be the fact that the business could then operate independently of the Band, Band Council, and DIA. It would be necessary to consult with a lawyer familiar with corporate law, and would be advisable to consult with a chartered accountant concerning the likelihood of improved financial gain. Incorporation could also result in a loss of funds from DIA and other agencies. It would obviously not be wise to incorporate if grants are being relied on to maintain operations.

The winter transportation operation can be tied in directly to other Band businesses. One of the main functions of the tractor train is the transportation of building materials. As the sawmill grows, and contracts are obtained for dimensional lumber with neighbouring communities, the tractor train could be used to haul stockpiles of the timber products to fulfill these contracts. In addition, it may be feasible to backhaul the fish caught by winter fishermen to Weagamow Lake (for truck transportation to the fish processing plant at Windigo Lake), or directly to the Windigo Lake plant.

There is a great demand for transportation which relieves isolated (from all weather road networks), communities from the high cost of air transportation. Even though the tractor train can only operate during the winter months,

this service has much potential for growth and success.

The persuits discussed to this point constitute the activities which currently employ the majority of Band members, and thus are the major sources of income to the Band. It follows that these are the activities which Band members are most skilled to operate. The Band wishes to protect these ventures. For this reason, it is important that any proposed developments will not be initiated until the impacts of proposed activity on existing economic activities are will understood and minimized.

3.2 Possible Future Developments

The economic activities discussed in this section do not exist in Muskrat Dam as yet. There is a likelihood that all or some activities may exist in the future. There is also a likelihood that some of these proposals will appear to be infeasible after closer examination. For the purposes of this report these activities will be examined in relation to the overall goals and objectives of the Band, ie. would this proposal interfere with traditional activities, community tranquility, or quality of the environment? This is the first step in a feasibility study. In order to examine the activities closer it would be helpful to weigh the advantages forseen with the disadvantages (impacts) forseen

in an objective manner. This is loosely termed cost/benefit analysis. Although it is difficult to 'measure' some impacts such as effects on the environment, it is still recommendable to list all forseen costs and benefits before a project is undertaken. Chief and Council can use these costs and benefits when canvasing the community for opinion. A table of some costs and benefits to consider can be seen in Figure 3.

3.2.1 Tourism

The Muskrat Dam Band has identified the potential for a small-scale 'tourism' operation based on reserve. Initially this operation will be run in conjunction (under contract) with an existing licensed air charter business which has been using Muskrat Dam as a satellite base for several years. A 'land permit' has been granted to this operator subject to annual review with an optional take-over clause at the end of five years. This land permit grants the operator use of a building (on a 100 square feet parcel), plus a landing dock, in return for the agreement that an airplane (available for charter) and a pilot be available for community use at all times.

In the short-term the agreement gives Muskrat Dam the advantage of improved and cheaper access to neighbouring communities (and to commercial airline link at Weagamow Lake

COSTS AND BENEFITS OF BAND PROJECTS

OSSIBLE PROJECTS ST AND DESCRIBE)	BENEFITS IN DOLLARS	SOCIAL BENEFITS	SOCIAL COSTS	COSTS IN DOLLARS (whether invested by Band or outside agency)	EXTERNAL COSTS AND BENEFITS
	net return of dollars to Band, and in how many years, income to Band members	how the project can help get rid of some social problems such as welfare dependency, alcoholism, unemployment	does project cause any social problems such as disruption of traditional activities; public opposition	construction costs operating costs expenses i.e. legal costs	effects on environment side effects on people legality

N.B. Once these have been listed, they must be weighed against each other, i.e. is it more important to hire 5 people than it is to protect the quality of the water in the river (given that both things will happen when a particular project is being conducted).

Reserve). This will serve to reduce isolation for community members by increasing the number of people who will be able to utilize the charter service.

Other advantages of the short-term agreement are perhaps more significant economically. With an aircraft based at Muskrat Dam, the costs of flying to isolated fishing and trapping camps would be significantly reduced. This increases the economic viability of continuing these traditional activities. Costs for operating will be reduced thus increasing profit margins. This ought to have a positive effect on the future of trapping, hunting and fishing as the greatest costs asscciated with these persuits are transportation costs. The Band itself will realize savings by being able to improve coordination of charter flights for business purposes. Due to the fact that the Band currently relies on a charter service based at Weagomow Lake, it is frequent that one person will need to charter a flight from Muskrat Dam to Weagomow Lake where commercial flights to points south are available. This person will be charged for the round trip. If the Band has greater control over the charter scheduling the number of one-way flights can be reduced, in turn reducing the travelling costs paid by the Band.

In the long-term Muskrat Dam has the option to take the charter service over after five years. This takeover would have to be examined carefully. Financially it may

not be an advantage to own the business. Servicing costs would be high, as would the initial cost of purchasing the aircraft. Although employment opportunities would become available at take-over (such as administration, maintenance, pilot), the risks involved with owning the business could be a limiting factor.

In conjunction with the construction of a proposed all-wealther airstrip, and the operation of the charter service, the Muskrat Dam Band plans to construct overnight cabins for community visitors. These cabins would be located in a scenic area within walking distance of the community centre. Visitors would be charged overnight rates for the use of these cabins. The income generated would be used to pay employees responsible for the maintenance of the cabins. A Manpower Canada grant has been secured with which the cabins can be constructed initially.

The dangers of embarking in a persuit even similar to 'tourism' are imminent. The Muskrat Dam Band is aware that these dangers exist. A term in the contract with the charter operator states that the operator will not be permitted to use his land base or his aircraft for the purposes of conducting outfit camps, overnight camps, tours etc. or mineral prospecting. The Band should be aware that the temptation of operating this type of enterprise will increase if the charter service becomes Band-owned in five years. There are ways which this type of operation can be conducted with

minimal side effects to reserve life and traditional economic practices such as fishing and hunting. However, there are possible dangers such as poaching, environmental damage, and a chambermaid neutality which the Band would want to avoid.

3.2.2 Co-operatives

There are currently three retail outlets on reserve. All of these stores are primarly stocked with food, some clothing, household goods, shotgun shells etc. Two of these establishments are privately owned; the third store is currently owned collectively by the Band, and operated as a non-profit Band service by Band staff. For this reason prices are determined by the owners according to costs, supply, and demand. Band members are thus valuable to monopolistic retail practises. The Band-owned retail store was developed in order to present an option to Band members which is free of profit warring. The concept has been successful and therefore could be developed into a co-operative type business, collectively owned and operated by Band members. There are advantages and disadvantages to a true co-op.

A co-op business is a business institution (incorporated) which revolves around the notion of profit, meaning that annual income should at least equal annual expenditure. Generally a co-op is managed by a board of directors elected

from co-op membersip. THe board of directors is empowered by law to make all co-op decisions. However, as co-op members interested and partaking in the services of the co-op themselves, it is almost guaranteed that decisions will be made in the interests of the group (Co-op membership) as a whole (Riches, 1977). Some co-ops initiated in native communities in the past have experienced problems with co-op leaders trying to define what is good for the community as the co-op grows in strength (Paterson, 1976). However, being a collective, group-oriented business there is every reason to believe that co-op members would be able to control this phenomenon through collective group action.

There are other problems which various researchers have experienced with native co-ops. The most immediate problem is a lack of necessary skills among co-op board members. Some of the skills which are required include accounting, marketing, personal correspondence with outside dealers, and leadership capabilities. Although most of the more practical skills listed can be attained through education and/or training, the co-op should not be initiated until these skills are acquired by some workers. Some communities have imported pesonnel with these skills in the initial stages of co-op development, although this can be problematic in itself. Another problem which has been identified is initial financing. As a Band-owned business a store can apply for loans and grants from government agencies,

particularly DIA. As an incorporated business the co-op would have to rely primarily on shareholder equity internal investments, and bank loans. In most communities it is extremely difficult to raise these types of funds. Consultation with an accountant and/or a lawyer, as well as other communities which have incorporated private businesses may help to determine the financial feasibility of incorporation.

A problem common to all retail businesses in small communities that would also be prevalent in the case of a co-op for Muskrat Dam is the extension of credit. This can be a particular problem in a co-op which is collectively owned and operated by the same persons that may request credit. Riches (1977) suggests that it is advisable for a co-op to match the value of retail stock in the store with the estimated, collective income of the community. In this way serious problems of over extension of credit may be avoided. The problem with this strategy is that the members whose credit is good will suffer when stocks get low. He will not be able to obtain the goods which he desires off the shelves. In this case the co-op may have to become involved with special orders for specific commodities. It is always good management to have a credit policy (laid down and agreed upon by all members before the store even opens its doors for business) such that credit will be extended to a limited per customer, and that once that level has been reached the customer must pay cash for any additional orders.

Being a collective, community venture, the co-op can then rest assured that the policy is not only the policy of the store, but is also the policy of the community in general.

The above is obviously not a completely comprehensive list of problems which would go wrong with a co-op (or any other business), however, these are some problems which researchers have noted most frequently. Despite the possible setbacks which might be experienced there are numerous benefits to a co-op. The most important of these is the satisfaction of basic needs and the provision of services at costs lower than were experienced prior to the establishment of the co-op. If this cannot be achieved there may be problems in management, or prices were about as low as they could get prior to the co-op. This does not mean that there should not be a co-op. There are many other benefits to the establishment of a co-operative which are not financial. Co-ops serve as an excellent opportunity for community cohesiveness, development of local leaders, employment of Band members, and a training ground for businessmen/women (once the co-op is established, or if there is competent personnel already in place to efficiently manage the business).

Perhaps one of the most important advantages of a co-op is the opportunity for increased activity in traditional pursuits such as hunting, trapping, gardening, fishing and handicrafts. Hunters, trappers, gardeners, fishermen and

craftsmen can be encouraged to trade their goods for other goods in the store. Prices for the trade-in commodities can be calculated by the board of directors and the traders together. The trader must be able to cover his expenses, and the board of directors would want to ensure that the local 'produce' is priced at such a level that it is more attractive for shoppers to purchase local goods than imported goods. This type of barter system could be instrumental in alleviating problems with credit, especially during periods of the year when employment (cash wages) is low. It is even possible to extend this barter system to include neighbourinhg communities. This may be particularly relevant in cases when there is a surplus or lack of hides for handicrafting.

A long-term benefit of co-ops is an increase in local autonomy. This is affected in several ways. First, through the development of trained and respected local leaders. Second, through decreased reliance on 'outside' agency funding and general support, and third by improving the economic feasibility of traditional persuits. A fourth but slightly unrelated factors is the promotion (and hopefully the eventual success) of local enterpeneurship versus white corporate structure such as the Hudson's Bay Company (Frideres, 1974).

3.2.3 Small Scale Mining

> There are in Ontario, particularly in the Precambian Areas underlying much of the North, many small mineral deposits which will never be mined by large corporations because of their limited size. These deposits represent a valuable resource with a total value of millions of dollars, and at this time this resource is not being fully utilized. Properly [extracted], these small deposits could provide self-employment to a number of people and make a significant contribution to the general economy of the North.
>
> (Northwestern Ontario Prospectors' Association, 1980)

Periodically throughout the 1960's and 1970's mineral exploration was conducted in the Muskrat Dam area. During that period several claims were staked in and around the community (on and off-reserve) and registered with the Ministry of Natural Resources. Gold, graphite and some base metals have been identified as a result of these explorations. In addition there are gravel deposits on the eskars in the Muskrat Dam area, both on and off-reserve.

There is no doubt that geologists have exhibited some interest in the area for mineral extraction. Up until the present day the single most important factor preventing extraction has been poor accessibility. It is not known publicly how rich some of these deposits are, although it can be speculated that there must be some economic feasibility to some veins or claims would not have been staked, and

Soren Ltée. would not have conducted diamond drilling in Blackwater Bay after electromagnetic surveys were conducted in 1971.

The Northwestern Ontario Prospectors' Association (NOPA, 1980) cites many examples of small-scale mines which were operated by two to three persons and produced only one. This ore was then transported to larger centres for milling. In the cases where gold ore was produced the net return was fairly encouraging. In most cases the high grade ore was surface trenched using hand tools. This kept overhead extremely low. The highest costs associated with all operations were the costs of transportation. NOPA also discusses several operations which had small mills installed on site. However, high grade ore and highly efficient mining techniques were necessary in order to turn a profit. It was also beneficial in one case that a purchaser for the local product was located near by.

The feasibility of commercial mining is largely dependent on the availability of transportation to processing plants. Being isolated, Muskrat Dam would not appear to be a particulary good area for a small-scale (or large-scale) mining operation. However, innovations are always possible. If upon close inspection by qualified geologists and matallurgists it is determined that ore grade is high, there is no reason that simple mining could not be initiated. Ore could be stock-piled in the summer months to be hauled out

in the winter by tractor train. If the vein is determined to be of especially high quality it may be feasible to consider the construction of a small mill. Obviously it would take much successful exploration and economic analysis to arrive at this decision. NOPA indicates that assistance would be required in the following areas:

1. geoscientific and geotechnical information
2. laboratory and metallurgical analysis and assay services
3. equipment manufacturing
4. portable concentration plant/portable mill construction
5. financial services for start-up and operation costs, (as well as initial financing of ore transportation).
6. marketing

They also indicate that, "virtually all government services required to provide assistance to small scale mining are already in place and need only to be organized and utilized".

However, there are many perceived drawbacks to small-scale mining. First, personnel would have to be trained to the point of extreme efficiency in order to make the venture profitable. Second, start-up operating, and transportation costs would be extremely high. Analysis of exploration results would have to show that the ore to be mined was of very high quality in order to make such huge investments feasible. Third, and possibly most important, the potential for negative environmental impacts would be high (although not a fraction of the impacts caused by large-

scale mining). It is possible with small-scale operations to be more environmentally safe. However, Muskrat Dam fishermen claim that sturgeon populations have dropped off significantly since even periodic mineral exploration activities were conducted in Muskrat Dam Lake. Hunters also claim that reduction in moose populations occurred at the same time.

The feasibility of small-scale mining would increase if a road were constructed in the Muskrat Dam area. In fact if ore grades have been determined by explorers in the past to be high, it is possible that if Muskrat Dam members do not stake claim to the minerals, a large company might once a road has been constructed.

The impacts on the environment of constructing a road would be extremely negative. Not only would environmental impacts be negative, but impacts on the people of Muskrat Dam would also be negative. Once wildlife populations are reduced by construction, the people of Muskrat Dam would be left without the opportunity of persuing their traditional activities. In addition, there is a great likelihood that road construction would be an open invitation to other large-scale resource industries. The effects of large-scale resource industries on Indian communities and the traditional life-style are far-reaching and should be prevented at all costs. Any large-scale resource develoment would contravene all goals of the Band, and would eventually defy the culture

as it has existed for centuries.

There may be an appropriate time and place for the initiation of small-scale mining in the Muskrat Dam area. However, in-depth exploration feasibility studies, and community consultation should precede any serious proposals.

3.2.4 Fur Farming

The concept of fur farming is not completely unique to the Muskrat Dam Band. A previous attempt to raise wild fur-bearing animals in captivity was not successful due to a lack of expertise in farm maintenance and farm management.

In 1980 a feasibility study of raising fox and/or mink was conducted for the Band by Pel-Pro Fur Industry Specialists. Many problems associated with this undertaking were identified in the community plan.

Some of these problems include:

1. lack of skills among Band members
2. high capital costs ($438,000 over the first five years in 1980 dollars)
3. high transportation costs of good quality food (available only in the U.S.)
4. long-term storage of dry food pellets - may necessitate regular air transportation deliveries
5. fluctuation in market prices

Some of these problems could be alleviated by efficient management and training, however, financing remains a major hurdle to overcome.

Benefits of fur farming are attractive. Not only would many employment opportunities be created (both direct and indirect), but the business would be one which could grow if successful regardless of development pressures which might occur in the Muskrat Dam area. In addition, if the business was successful the Band would benefit from direct revenue, and would be able to operate the business independant of government funding. This would help the Band towards attainment of community goals.

This project would be particularly attractive if traditional activities were in some way threatened, or if a particularly enthusiastic group of Band members were willing to obtain the necessary training, and undertake the project with an outlook towards success. This is a major undertaking which would require assistance from some funding source (either government or indpendent). Despite the fact that Pel-Pro consultants indicated that chances for success (in 1980) appeared to be quite good, high start-up costs remain the major problem. Due to the loans which would be required to pay for start-up, the fur farm appears to be a high risk venture, unless grants can be obtained to relieve the amount that would have to be borrowed.

3.2.5 Hydroelectric Generator

Currently the Muskrat Dam Band relies on small gasoline

powered generators to supply electric power to individual cabins. The school, the Band buildings, the radio station, and the nursing clinic are supplied by two DIA owned diesel generators (45 kilowatts each) during the school year only. During the summer months the Band relies on a leased generator to supply power to the Band buildings, and the radio station. The nursing clinic is without power all summer.

An increasing number of Band members own appliances and other gadgets which require electrical power for operation. With the cost of generators and especially gasoline increasing at a steady rate (approximately $5.00 per gallon, 1982), more people favour the electrification of the community. In the late 1970's Ontario Hydro prepared a preliminary feasibility report for hydroelectric supply to Muskrat Dam. The community as yet is unsure as to when electrification will happen.

Under Ontario Hydro's Indian Community Program, ten northern Indian communities have been supplied with hydroelectric power since the beginning of the program in 1972. Three more communities are scheduled for electrification in 1983. The main reason for Muskrat Dam not being included in this program to date is the fact that an airstrip (minimum length 3,500 feet) is required. A further complication is the fact that just about every community in the North without electricity, is now requesting it. The Department of Indian Affairs (the funding agency for these projects) cannot afford

to electrify all of these communities at once.

There are many advantages to having electricity in the community:

1. year round electrification for the Band office, Band Hall, nursing clinic, radio station, and homes.

2. cheaper rates than small gasoline powered generators

3. improved working conditions in the house such as improved lighting for all activities, improved techniques for washing clothes etc.

4. improved condition and increased availability of perishable goods due to increased storage time, and space pending the acquisition of a community freezer.

5. increased leisure time due to reduction of labour intensive activities such as handwashing of clothes.

However, these advantages would also be attained if the Band procured a diesel generating plant. Ontario Hydro cites a number of additional benefits associated with hydro-electric generation including:

1. helping to meet the increasing needs of the resource development sector as required (e.g. mining, forestry, etc.)

2. benefits to local and regional economies since hydro-electric station construction is labour intensive and thus, local goods and services would be required to supply the needsof a construction workforce.

3. development in northern areas would likely necessitate the provision of additional transportation links to supply construction manpower, station equipment and materials. This type of development could also open up presently isolated areas of the province for settlement and resource development; always recognizing that different views exist concerning the advantages and disadvantages of improved access to the North.
(Ontario Hydro, 1983)

The first benefit and the third both indicate that

Ontario Hydro generally supports resource development in northern Ontario. This makes sense. Resource companies are good customers. The qualifier statement at the end of the third benefit seems largely relevant to the small, isolated, Indian communities including Muskrat Dam. If the price to be paid for hydro is a resource road, then the trade-off is probably not worth it, and the diesel generator would be the preferred alternative. Some impacts of road construction are discussed in Section 3.2.2. The second benefit mentioned above could be truly beneficial, however it is merely short-term in duration. One advantage of introducing small stations to as many isolated communities as possible is the possibility that with an increase in the number of small plants across the North, the chances of Ontario Hydro embarking on a major diversion project may be correspondingly reduced.

The disadvantages of a hydroelectric station would largely match the disadvantages of a diesel generator. Environmentally, the hydro generator may have less impact than the diesel generator. Technology for small stations has developed a system which does not require a dam in order to generate power, thus the major enviornmental impact would probably be the construction of roads around the site to facilitate construction. The diesel generator generates waste oil regularly. The dumping of this sludge can be hazardous to water quality unless buried at a safe distance

from the shore and from ground water.

Electrification of any kind has some social disadvantages including the temptation for Band members to over spend on luxury appliances, especially televisions. Culturally the television could have a significant impact on traditional lifestyle. However, electricity in general has a significant impact on traditional culture. Band members will probably have to decide for themselves the extent to which electricity will affect their own traditional values. Many Band members have decided already and are using gasoline generators.

3.2.6 Summary

In proposing a plan for economic development the Muskrat Dam Band advocates a "balanced" approach. This strategy is based on the premise that the days of a totally traditional way of life are impossible to reattain, and are not sought by many Band members. All Band members appreciate some of the gains which have been made since the 'old' days, such as improved communications and increased leisure time. However, all Band members are not convinced that "all the modern conveniences" are beneficial. For this reason this proposed economic development plan is designed to retain the traditional culture to as great an extent as is desired while attempting to direct the Band to prepare for the future, and to live for the present.

4. AN OVERALL PICTURE OF RESOURCE DEVELOPMENT IN NORTHWESTERN ONTARIO

In proposing a development scheme which is aimed at improving the welfare of the Band while protecting traditional culture, it is important that the possible impedements and limitations to growth be examined very carefully, and critically. Some of these constraints may not always remain constant over time. Some constraints will remain constant. For example, harsh winter weather conditions prevent Band members from conducting some of the economic activities which people in the south are able to operate. Harsh winters will always be a stark reality for northern communities. In contrast, a constraint which is more flexible is funding available. Although one year there may not be any source of funds to improve the equipment required for a particular activity, it is quite possible that the next year a grant will be created which would allow the Band to make the necessary improvements. For this reason it is important that community planning be dynamic in order to allow for development strategies which are flexible.

4.1 MNR Strategic Land Use Plan

Persuant to Section 81 of the Indian Act, a Band council may make by-laws including by-laws which regulate the use of land within reserve boundaries. This clause should be

made more use of by Band Councils. However, Indian people have little, if any, influence over the decisions which are made regarding the use of the crown land surrounding many reserves - the land on which hunting, trapping, fishing, logging and tourism are carried out. This is the case with the Muskrat Dam Band. The net result is that the future of the Band's economy lies to a great extent in the hands of an outside agency. The Ministry of Natural Resources has the sole authority over the 'management, sale and disposition of the public lands and forests' (Public Lands Act, RSO 1980). Acting in this capacity the Ministry has developed a Strategic Land Use Plan (SLUP) designed to 'identify, and help resolve conflicting demands on the Region's land and water base'. (MNR, Northwestern Ontario SLUP, 1982). Unfortunately, in the final outcome, there is a unified opinion held by many analysts and observers (expressed succinctly by Parks for Tomorrow) that "the end result of the WPLUP (West Patricia Land Use Plan) process will legitimise the land use comprimises and practises which put the interests of the resource exploitation industries well ahead of other interests, regardless of the negative long term effects on the region's resources, economy, environment, and people" (Parks for Tomorrow, RCNE submission, December 1982). This can be illustrated by examining the various policy strategies related to land uses which have been most suited to large industry.

4.1.1 Energy

It is stated in WPLUP that:

> wherever feasible, lands and waters with significant potential for supplying energy will not be permanently committed to other uses that would preclude their use for energy production.

This policy opens up the distinct possibility that Ontario Hydro will attempt to realize "Ontario's most significant remaining [hydroelectric] potential found in the remote northerly flowing rivers of the Hudson and James Bay drainage basin: Albany, Attawapiskat, Severn, Winisk Rivers with a total potential of about 3,800 MW" (Ontario Hydro, Jan. 1983). Weller (1980) estimates that plans for large scale water diversion could have a greater impact on the region than the James Bay. Development had on the James Bay region.

Another energy project which would impact the region equally significantly is the proposed Polar Gas Consortium pipeline. Since 1976 several plans have been developed as to the proposed corridor for the pipeline. It remains a distinct possibility that the construction of the pipeline could impact the Muskrat Dam Band area directly.

4.1.2 Mineral Management (Mining)

It is stated in WPLUP that:

> The overall intent of the mineral management policy is to provide for an optimum continuous contribution to the economy by

> mineral resources industries through orderly development and utilization of available mineral resources consistent with sound environment practises.

Some deposits of graphite and gold have been identified in the Muskrat Dam area (MNR, 1982). Although it is not clear as to exactly how much of these minerals exist, the possibility of extraction remains - however slight it may seem in the present. A resource road would increase the likelihood significantly.

4.1.3 Forestry

It is stated in WPLUP that:

> It is the policy of the Ministry to encourage the production of the maximum "value added" to the provincial economy from the industrial use of the forest resource by promoting as full and complete a utilization of the available forest resource (wood volume and land area), as is commercially possible.

This statement is emphatically clear as to the direction of the MNR with regard to the proposed future of the forest products industry.

The overall picture is equally clear. Large industry is being encouraged to expand their use of Crown Land. Although direct development pressures as far north as Muskrat Dam are, as yet, insignificant, it remains a distinct possibility that some development by 'outside' agencies will occur in the not so distant future.

4.2 The Scope of Local Development

It is not within the scope of this report to comment on mechanisms which may be appropriate to halt these developments. However, it should be made entirely clear that each community in the region should be aware of the threats, and should be prepared to act in unison if such action is required. The voice of one community will not be great enough to affect the process by which large-scale resource development is characteristically implemented.

It is within the scope of this report to make recommendations on behalf of the Muskrat Dam Band as to a planned approach for the community's own economic development, in order that some of the impacts of industrial resource development (if and when it comes) may be reduced. If this alleged 'resource development' is not imminent in the near future, the community will benefit from an active economic development plan irrespective of 'outside' agency developments. [It would have been ideal if the economic development plans of all northern communities (however informal they may be) could have been examined by the MNR during the SLUP planning process.]

Many agencies including the MNR claim that development benefits the North in terms of:

1. jobs created by construction and operation of resource activities.
2. improved access into isolated areas through the construction of roads.

3. improved economic conditions on reserves due to improved wages paid to resource company employees.

Although these benefits may seem alluring, history has shown that as soon as the resource is depleted in an area, or the world market collapses, the employment opportunities and the commercial prosperity dies, often leaving a worse situation than existed prior to 'development' - degraded environment, loss of traplines and outmigration of wildlife, social depression, and resentment. However, some observers note that there is a rapid rise in the Indian population in Ontario. The result will be an increase in the Indian proportion of the total population in the region. This will intensify a situation which is already evident - the land will only support a finite proportion of the Indian population engaged in the traditional way of life. The end result could be increased outmigration of Indian people to urban centres in the south, such as Kenora. For this reason it is vital that Indian people take an active interest in economic/resource development. (Weller, 1980).

However difficult this paradox may seem - especially for those who advocate a return to the traditional ways - there is a solution which can allow the traditional culture to remain unaffected, yet will still allow for new employment opportunities and hopefully an improved quality of life. Some trade-offs will be required by all. Those expecting a return to the traditional ways must recognize that times

are changing. There is a strong possibility that unless the Indian people make use of the resources around them (other than fish and game), other 'outside' interests may do so.

It is also a possibility that if the Indian people engage in resource use (forestry, tourism, mining, etc.) themselves, and show that success on a small scale is entirely possible, a more tangible claim can be made to the land - in the same manner that Reed laid claim to huge tracts of Crown land already. Management plans, 21 year leases, licenses, and agreements may be necessary in conjunction with MNR. However, these concepts can also mean increased control over that land than Indian people have now.

Trade-offs will also have to be made by those who support the advent of large scale resource development in the area. The environmental and social destruction which could result from such a scheme would be disastrous. The results of environmental damage have been seen in the English-Wabigoon Rivers. Social problems are evident in many communities which have experienced the 'bust' cycle of resource development.

Even access roads can cause major problems. During construction they will upset the natural processes of the wilderness such as migration, nesting and foraging of fish and game.

5. RECOMMENDATIONS

The recommendations which are offered in this report are only guidelines. These guidelines are largely intended as an aid to the Muskrat Dam Band in its persuit of an improved economic development plan which is to a large extent already underway. At any time conditions may change which will call for an adjustment to the present strategy. This should not be discouraging. As long as the goals of the Band remain the target to be achieved, it must be recognized that there are many ways in which these goals can eventually be reached. The recommendations which follow are probably most relevant in 1983. At any time an altered strategy may be required.

1. develop alternatives to traditional activities which are compatible with traditional activities. The land base is not growing at the same rate as the population. Young people will need alternative employment opportunities in order to remain on reserve. In addition costs of persuing traditional activities are rising higher than commodity prices. In order to make a living and reduce dependence on government income subsidies, alternative employment opportunities will have to be created very soon.

2. all developments should aim for and operate within community goals.

3. develop alternative economic activities which encourage young, educated people to return to the reserve with the opportunity to utilize their skills.

4. increase training of young people in more efficient methods of fishing, trapping, hunting and handicrafting. Training should also be strongly encouraged in accounting, business management, mechanics, nursing, etc.

5. establish regional links in the form of trappers association, land use planning advisory committee to government, winter freighting, and sawmill contracts, co-operatives, and other significant matters to as great an extent as possible.

6. examine the feasibility of leasing extra forest land from the MNR if it is determined that the 'community forest' is not large enough to accomodate commercial 'need' and/or community growth. Any land which is leased to MNR is better protected from conflicting uses which may be proposed for it (such as pipelines and water diversion).

7. develop economic activities which could succeed even in the face of the increasing development pressures encourages fur farming, small-scale mining, winter transportation (prior to any all-weather road construction), possibly tourism, and definately commercial forestry.

8. before any business incorporates, consultation should be held with a lawyer, and an accountant in order to determine the feasibility of such action.

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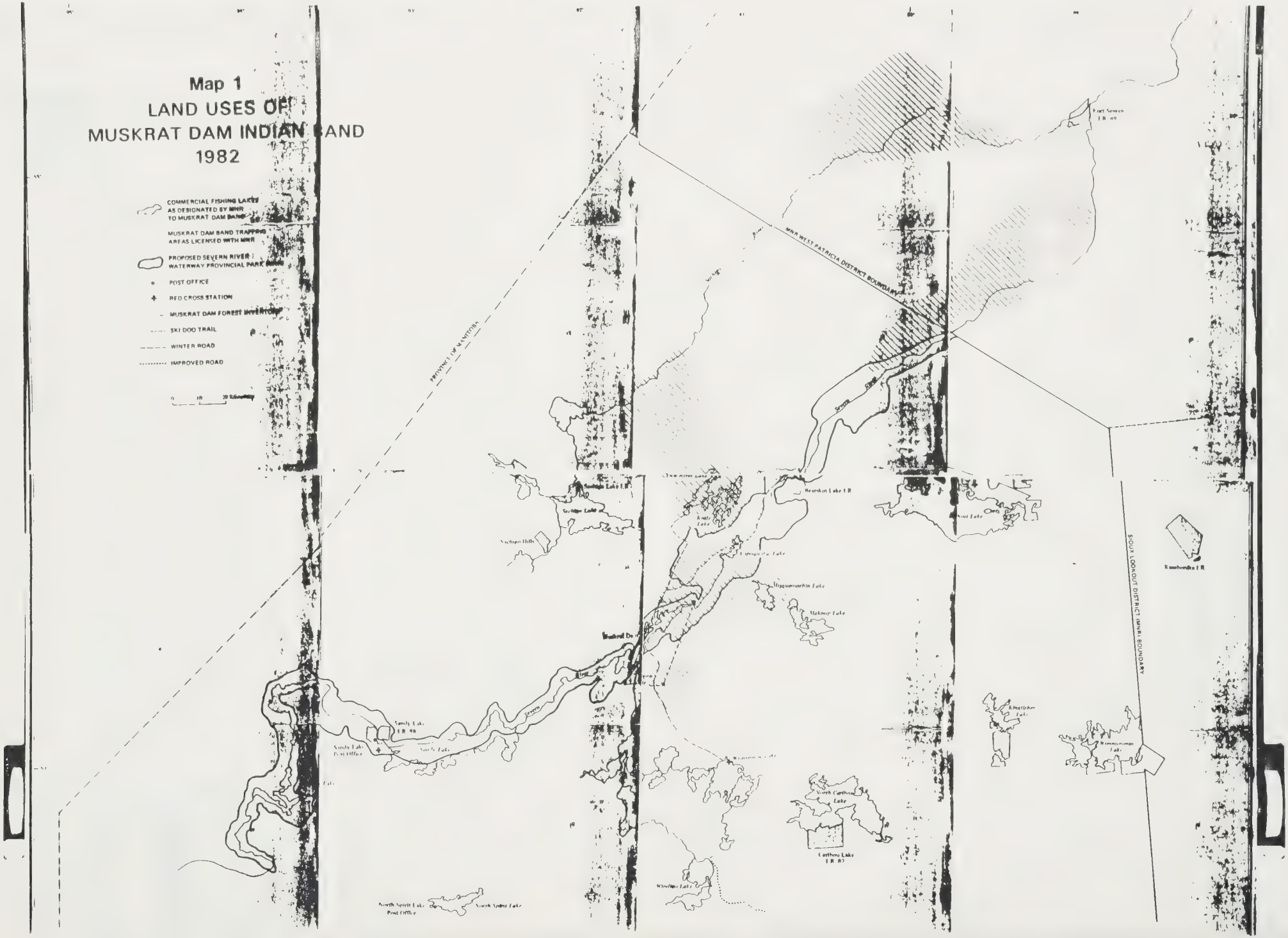
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APPENDIX


Map 1
LAND USES OF
MUSKRAT DAM INDIAN BAND
1982
COMMERCIAL FISHING LAKES AS DESIGNATED BY MNR TO MUSKRAT DAM BAND
MUSKRAT DAM BAND TRAPPING AREAS LICENSED WITH MNR
PROPOSED SEVERN RIVER WATERWAY PROVINCIAL PARK
POST OFFICE
RED CROSS STATION
MUSKRAT DAM FOREST INVENTORY
SKI DOO TRAIL
WINTER ROAD
IMPROVED ROAD
MNR WEST PATRICIA DISTRICT BOUNDARY
PROVINCE OF MANITOBA
SIOUX LOOKOUT DISTRICT MNR BOUNDARY
Muskrat Dam
Muskrat Lake I R
Kambeshiu I R
Sandy Lake I R 88
Sandy Lake Post Office
Sandy Lake
North Spirit Lake Post Office
North Spirit Lake
North Caribou Lake
Caribou Lake I R 87
Port Severn I R 49

HS
204

ITABUN CHIEFS
IBAL COUNCIL

NDY LAKE, ONTARIO
A FAVOURABLE LAKE P.O.,
V 1V0
. 807-774-4341
. 807-774-4411

A Submission

To The

Royal Commission on the Northern Environment

By

Pehtabun Chiefs Tribal Council

"Our past blood stains, our present pains, are our future gains"

DY LAKE BAND
ndy Lake, Ont.
P0V 1V0
774-5121

NORTH SPIRIT LAKE BAND
North Spirit Lake, Ont.
Via P.O. Box 70
Cochenour, Ont.
9 ring 2

DEER LAKE BAND
Deer Lake, Ont.
775-0053

PIKANGIKUM BAND
Pikangikum, Ont.
P0V 2L0
773-5578

POPLAR HILL BAND
Poplar Hill, Ont.
Via P.O. Box 315
Red Lake, Ont.
772-8838

MACDOWELL LAKE
MacDowell Lake, Ont

The purpose of this submission is to help the Royal Commission on the Northern Emvironment formulate the best recommendations possible on the future of the people and resources north of the 50th parallel in Ontario.

The Pehtabun Chiefs Tribal Council, which represents 3,000 members of the Nishnawbe-Aski Nation, who live in Sandy Lake, Pikangikum, Deer Lake, North Spirit Lake, Poplar Hill and MacDowell Lake, is in an excellent position to advise the Commission on these matters. We are, after all, the original inhabitants of northern Ontario. Thousands of years before Europeans ever dreamed that this continent existed, we were here.

We did not come by accident. We were given this land by the Great Creator, who formed the world and created our civilization. The Great Creator told us that if we protected the land, our people and our civilization would always be able to survive.

We have fulfilled the sacred trust placed in us by the Great Creator to the best of our abilities. We did this by treating the environment with respect. We have lived here, in our homeland, since time immemorial, without polluting the land or the water or the air. Before your ancestors arrived, the land was still intact.

Of course, since Europeans have come, there have been great changes in our homeland. It is neither as clean or productive as it once was, and one of the main reasons for these problems is large-scale industrial development.

We understand why some Europeans place a high value on this type of development. Industries such as foresty and mining create jobs and income, not to mention the tax revenue which helps the governments of Ontario and Canada carry out their programs. Ultimately, too, large-scale industrial development is a symbol of European knowledge and

power, and a measure many Europeans use to judge the quality of their society.

The Pehtabun Chiefs Tribal Council does not deny that there is a place for industrial development in the north. The benefits are real. But what we do deny is that industries and governments have the right to generate these benefits at our expense. No culture has the right to destroy another.

You see, we have a different way of seeing from Europeans, a different way of thinking and a different way of being. We do not demonstrate our power and knowledge by building factories and producing money. We display them by what we call ANDAWAGEEGAYWIN, which means living off the land.

People who do not know us, or understand this, may think that because we earn our livelihoods by hunting, trapping and fishing, we are primitive. They say that industrial development is our salvation. Frankly, those are racist views.

Like people everywhere, we have the right to determine our own future. We have always possessed that right and we always will. Nor will we ever abandon ANDAWAGEEGAYWIN, for it is the foundation on which our civilization is based.

The truth of the matter is that European civilization and our civilization are quite different. Our civilization is based directly on the land - the plants, the animals, the birds and the fish. We use them to feed ourselves and our children, and this means that if the land is destroyed, we will die.

We will starve, and what is worse, our civilization will be destroyed forever, because people cannot recreate the land. Europeans cannot

recreate the land and neither can we, and this is why the land must be protected. It is important that the Commission understands that when we talk about the land we do so knowing that the survival of our people and our civilization is at stake.

It is because our way of life is at stake that we cannot allow any policy of the Ontario government to place additional restrictions on the way we use the land. Otherwise, our civilization will be destroyed, and that not only would harm us, but everyone in Ontario. No one in their right mind can legitimately argue that genocide is in the best interests of the province.

But is the West Patricia Land Use Plan is implemented, genocide would be the result, and that is why we fully support the position of the Nishnawbe-Aski Nation which was outlined in a brief presented to the Minister of Natural Resources at the Nishnawbe-Aski Chiefs' General Assembly held at Moose Factory Island last August.

Like all people in the Nishnawbe-Aski nation "We reject all efforts of the Ontario Government to establish regulatory policies, laws and principles with regard to the resources in the lands of the Nishnawbe-Aski.

We reject the MNR's Strategic Land Use Plan. We reject the very concept of the West Patricia Land Use Plan until such time as such endeavours to establish the background for regulatory processes are extended to the Nishnawbe-Aski to truly participate.

The MNR's so called planning process and its attempts to involve us in a shallow consultation effort with regard to the West Patricia Land Use Plan are totally rejected."

The people in the Pehtabun area are also concerned that the West Patricia Land Use Plan violates our treaty and aboriginal rights. Among other things, those rights contain legally binding promises that the governments of Ontario and Canada will not prevent us from living off the land.

The West Patricia Land Use Plan makes those promises lies. And this not only threatens our civilization, but yours as well, for if the Ontario government can break legally binding promises to us, it can break them with anyone.

For this reason, and because the West Patricia Land Use Plan threatens us with genocide, we expect the Royal Commission on the Northern Environment to reject the West Patricia Land Use Plan in its final report, if not sooner.

In order to prevent the genocide of our people, we also expect the Commission to make the following recommendations:

First, that the Government of Ontario meet with us immediately to discuss our treaty and aboriginal rights.

Second, that the Government of Ontario not approve any major or minor developments in our homeland without our written consent.

Third, that the Government of Ontario make any and all proposed developments for our homeland, including the West Patricia Land Use Plan, subject to the terms of the Environmental Assessment Act, but first, that the Act be revised in a way that eliminates exemptions of any sort, and guarantees our right to live off the land.

Fourth, that the Government of Ontario not change any laws, regulations or policies regarding hunting, trapping or fishing without

our written consent.

Fifth, that all government agencies involved in land use planning in our homeland provide us with all documents and research information they have collected.

We also expect the Commission to recommend that our right to participate as full and equal partners in land use planning is enforced.

We have begun to exercise this right by commissioning a full-scale investigation of our harvesting and land utilization patterns. Such investigations have been carried out by many Native organizations in Canada, and have proven to be one of the most cost-efficient and effective ways to develop land use plans which satisfy both Native and European interests. Once our investigation is completed, we will possess the information that is needed to develop plans for our homeland which are in the best interests of all the people in Ontario, and we expect the Commission to demonstrate its commitment to effective land use planning by fully supporting our proposal to complete this investigation in its recommendations (see Appendix I).

APPENDIX 1

This appendix is divided into three sections. The first presents a critical review of a number of harvesting and land ultilization studies which have been carried out in various regions of the country. The second describes the aims, methods and anticipated results of the Pehtabun Chiefs proposed harvesting and land ultilization study. The third contains the timetable, budget and job descriptions for the proposed study.

SECTION A

CRITICAL REVIEW

Introduction

Land utilization and occupancy studies fall into three categories, defined by their objectives: areal utilization studies, which delimit specific areas according to usages; harvest quantification studies, which estimate levels of resource harvests of importance to the domestic economy; and mixed types, which attempt to retrieve both types of information. All of the studies reviewed here[1] display varying methodologies, methodological sophistication and chronological depths. Some emphasize the necessity for background archival documentation, and some are more oriented to the short-term perspective associated with a land claim settlement. In short, much diversity is evident in goals and objectives, methodologies, analytical procedures, community participation and over-all comprehensiveness. Comparison of the various studies, however, reveal some factors which should be considered in planning for the proposed Pehtabun study.

Sampling Techniques

No study has attempted to implement a totally random sample. To do so would be inappropriate to the research aims. Nor has any study examined an entire population, despite such claims. Womens' and childrens' land use and harvesting activities have also been almost totally ignored.

The Inuit land use and occupancy studies reviewed aimed for a total male population sample. They fell short. Their results are

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[1]These studies include: (a) the Inuit Land Use and Occupancy Project in the Northwest Territories; Our Footprints are Everywhere by the Labrador Inuit; the Dene and their Land by the Dene Nation; the Kayahna Land Use Study; the Fort George Resource Use and Subsistence Economy Study by the James Bay Cree; the Native Harvesting Research Study by the James Bay Cree; the Baffin Regional Inuit Association Harvesting Study; and Aski Puko by the Federation of Saskatchewan Indians.

based on sample sizes ranging upwards from 75 per cent. Since those not surveyed were self-chosen, it is impossible to assume randomness. The effect of such opting out upon the results is not estimated.

All studies adopted a form of stratified sample. The usual condition for inclusion in the study was age, eighteen years of age and older as in the Quebec studies. Aski Puko based its land use and occupancy sample on those whose land would likely be destroyed by the proposed dam. The Dene surveyed male heads of households.

In no study reviewed was sampling done according to strict scientific principles. The impositon of such arbitrary constraints has generally proven to be impossible in northern research projects that deal with large numbers of potential respondents. With sufficient time and adequate financing, the inclusion of the entire population is preferable. This gives a complete picture of land use and harvesting activities; avoids the dubious extrapolation of data from self-selected samples to the entire population; and facilitates community participation in the entire project. Womens' land use and harvesting activities do exist, and may be of considerable importance to the domestic economy. To exclude women from the studies is to underrepresent land use and harvesting, not to mention the fact that it is a sexist approach.

Questionnaires and Coding

Two data collection techniques have been used in harvesting studies. In one James Bay Cree study, informants were asked to enumerate their harvests according to several species categories over specified, short time periods. The second method, also used by the James Bay Cree and by the Inuit on Baffin Island, consists of informants recording their harvests in diaries provided by the researchers.

Questionnaires were used in all land use studies. They have a dual function as data recording instruments and as interview schedules. The volume of data generated by questionnaires is substantial. Computer-assisted analysis is essential. Therefore, the most appropriate questionnaires were those that could be easily codified for analysis. In both the Baffin Island study and the study of the Inuit in the Northwest Territories, coding was done by the researchers.

Questionnaires and interview schedules must be carefully designed to collect data that is scientifically valid, necessary and easily transfered to computer language. Questionnaires and interview schedules must also meet community standards of acceptability. The Kayahna questionnaire apparently demanded too much of both the interviewer and the interviewee. The Aski Puko study demanded such careful informant accounting that most of the sample eventually refused to cooperate.

None of the studies reviewed actually attempted to combine land use and harvesting data retrevial with the exception of the Fort George study and the Native Harvesting Research project. By combining both extent and intensity of land use, following standardized map grid references or a comparable localization format similar to the one used in the Native Harvesting Research project, it should be possible to develop a detailed, comprehensive and useable data base. Such a base could prove extremely valuable for impact assessments.

Mapping

Techniques of land use and occupancy mapping are now relatively standardized. The major problems encountered in mapping projects have occurred due to the imposition of the researchers' categorizations rather than indigenous definitions. This procedural difficulty should be

relatively easily surmounted by developing the mapping methodology with the participants. This approach has the added benefit of encouraging early community participation in the study.

Oral Histories

The Aski Puko and Kayahna studies illustrate two approaches to the collection of historical and subjective data. The Kayahna study used an open-ended questionnaire. This format necessitates highly trained interviewers. The Aski Puko study developed a detailed interview schedule based on documentary sources. This format is more acceptable in a court-room, although no study appears to have collected the affidavits necessary for legal use of the material.

Most oral historical information collected is buttressed by comprehensive documentary evidence. This is essential to the validation of oral histories whether collected via open-ended or more detailed questionnaires.

Field Testing and Validation

Unfortunately, few of the studies reviewed provide detailed methodological descriptions or discussions. It appears that the research techniques were informally field-tested, that is, required revision during the life of the study. It is certainly preferable to build pre-testing into the design of the study. Development of the methodology in a participatory fashion, in addition to pre-testing, should improve the efficiency of the study and encourage local support and involvement.

Validation of harvesting study results was a feature of the James Bay research. Various techniques were used, including cross-checking against government sources. Generally, the harvesting data proved valid, and were supported by independent evaluations.

SECTION B

THE PEHTABUN APPROACH

Objectives

Like the investigations reviewed in the preceeding section, the ultimate goal of the Pehtabun Cheifs proposed harvesting and land utilization study is to collect a reliable set of information that can be used to help design an effective land use plan that does not violate treaty and aboriginal rights, and satisfies European requirements at the same time. The West Patricia Land Use Plan makes the Pehtabun Chiefs proposed study especially urgent, for as the Red Lake Chamber of Commerce and the Pehtabun Chiefs Tribal Council recently pointed out in their joint statement, the West Patricia Land Use Plan not only fails to satisfy Indian interests, but non-Native northern interests as well.

More specifically, the Pehtabun Chiefs proposed harvesting and land utilization study has three main objectives. The first is to present an accurate picture of the harvesting and land utilization patterns of the 3,000 people who live in the Pehtabun communities - Sandy Lake, Pikangikum, Deer Lake, North Spirit Lake, Poplar Hill and MacDowell Lake. The second is to make reliable predictions about the minimum harvests of different species of fish, game and plants that the Pehtabun people require to survive, now and in the future, and indicate the location and size of the territory required to meet the predicted harvests. The last is to use this information to develop an effective, overall land use plan for the Pehtabun area, and enter into negotiations with the Government of Ontario to ensure that the plan is implemented properly.

Methodology

The research strategy the Pehtabun Chiefs Tribal Council has designed to achieve these objectives involves the following steps:

The first is to thoroughly review all government documents and research information concerning the West Patricia Land Use Plan, especially the material that deals with Pehtabun harvesting patterns. Although the Ministry of Natural Resources has indicated that public participation is absolutely necessary for a land use plan to succeed, it has failed to provide the Pehtabun people with the information on which true public participation is based, namely, the raw data on which the conclusions of the West Patricia Land Use Plan are based. The first step in our research strategy consequently depends on the direct cooperation of the Ministry of Natural Resources, and all other government agencies involved in land use planning in our homeland.

The second step in our research strategy is to administer a questionnaire to determine the actual annual harvest of fish, game and plants by Pehtabun residents. The questionnaire already has been designed and subjected to a rigorous pre-test in the Pehtabun communities.

The questionnaire contains two main parts: first, a series of questions which deal with the annual harvest of fish, game and plant foods, and second, another series of questions which identify the locations where the harvests are made.

Our intention is to administer a slightly modified version of this questionnaire to all residents of the Pehtabun communities ten years of age and older, four times each year for the next five years. This methodology not only virtually eliminates the possibility of any

sampling error, it also serves a number of other useful purposes. For one, it will generate information which is not biased towards either sex. For another, it will generate information about children, who are all too often ignored in such studies. Another benefit is that the timetable selected to administer the questionnaire, namely, four times each year for the next five years, will add reliability and depth to the information without taking up an excessive amount of time--the pre-test indicates that it takes between 20 and 30 minutes to administer the questionnaire. This, along with the fact that the questionnaire will generate harvesting and land utilization information at the same time, enhanses the cost-effectiveness of our methodology. Cost-effectiveness and rapid output of information are further enhansed due to the fact that the questionnaire has been specifically designed for computer analysis.

The third step in our research strategy is to analyze the questionnaire results in order to determine:

(a) the number of people in the Pehtabun communities who live off the land;

(b) the number and/or amount of fish, game and plant foods those people who live off the land produce by species;

(c) the contribution living off the land makes to the Pehtabun diet; and

(d) the spatial intensity of living off the land in the Pehtabun area.

Nor is this the only kind of information the questionnaire will generate. By cross-tabulating variables such as community, age and sex with items dealing with hunting, fishing and collecting, more specific results will be obtained. This makes it possible to identify

the efforts and contributions different groups make in living off the land, say, for instance men, women and children, or specific age groups within each of these categories. If more detail is desired, specific results can be generated for each of the Pehtabun communities.

The next step in our research strategy is to make reliable, long-term population projections for each of the Pehtabun communities, and to conduct directed interviews with elders and others who have committed their lives to living off the land. Coupled with the questionnaire results, the population projections will be used to predict harvesting and territorial requirements until the turn of the century. The detailed interviews are intended to provide information which explains the human and spiritual side of living off the land.

The strategy we have developed also includes presenting our results to the public. The Pehtabun Chiefs Tribal Council intends to publish five public reports which explain the findings of the proposed investigation - four progress reports to be released no later than four months after the completion of each of the first four years of the proposed study, and a final report to be issued no later than six months after the completion of the entire investigation. The progress reports not only are intended to present information to the public, but to give people ample opportunity to examine and comment upon our findings. The final report will contain a synopsis of the overall results of the proposed investigation, and the harvesting and territorial requirements of the Pehtabun communities and people.

SECTION C

TIMETABLE, BUDGET AND JOB DESCRIPTIONS

Timetable

With the exception of the first and last years of our proposed study, the research strategy will be implemented in the following way:

(a) quarterly data collection; primarily through the use of questionnaires, but supplemented by interviews and government documents.

(b) quarterly computer analysis of the questionnaire results, and content analysis of the interviews and government documents.

(c) annual preparation of a draft report.

(d) annual presentation of the draft report to the public to seek their input.

(e) annual preparation of a progress report based on the draft report and public input.

The only difference between the first year of the proposed investigation and the following three years will be a demographic analysis that will take place during the first year. The difference between the last and three preceeding years of the proposed study is the preparation of a final report no longer than six months after the completion of the entire inquiry.

Budget

The budget for the proposed Pehtabun harvesting and land utilization study is as follows:

Annual Expenses

Personnel[1]

Supervisory Committee	
Honorarium	7,200
Travel	7,000
Total	$ 14,200
Staff	
Research Co-ordinator	
Salary	17,500
Benefits	1.750
Travel	6,000
Total	$ 25,250
Research Assistant	
Salary	12,000
Benefits	1,200
Travel	6,000
Total	$ 19,200
Field Salary	
Salary (full-time (8 x 12 x 1000)	96,000
Benefits	9,600
Travel	16,000
Total	$ 121,600
Book-keeper	
Salary	2,400
Benefits	240
Total	$ 2,640
Secretary	
Salary	6,000
Benefits	600
Travel	1,000
Total	$ 7,600

[1]Salaries will be adjusted annually according to government guidelines, if they are in effect, or according to the rate of inflation in Ontario if they are not.

Total Staff	
Salary	190,490
Benefits	13,390
Travel	36,000
Total	$ 249,880
Consultation	
Computer Analysis	
Fees	$ 12,000
Participation and Verification Techniques	
Fees	5,000
Travel	2,000
Total	$ 7,000
Translation	
Fees	$ 2,000
Editor	
Fees	4,000
Travel	2,000
Total	$ 6,000
Total Consultation	
Fees	23,000
Travel	4,000
Total	$ 27,000
Administration	
Office Rental	2,400
Telephone	7,000
Office Supplies	5,000
Project Equipment	
Cartographic services	5,000
audio tapes	2,500
Tape recorders	1,380
harvesting questionnaires	4,000
Postage	1,000
Production of reports	2,000
Miscellaneous	1,000
Total	$ 31,280
Once And For All Expenses	
Demographic analysis	$ 12,000

Job Descriptions

The job descriptions for the proposed Pehtabun harvesting and land utilization study are as follows:

Supervisory Committee

The general management of the Pehtabun harvesting and land utilization study will be under a supervisory committee composed of the Chiefs, and one elder of each member community of the Pehtabun Chiefs Tribal Council. The committee will meet twice a year to review and evaluate the operation of the study.

Research Co-ordinator

The research co-ordinator will be responsible for the day-to-day management of the study. Duties will include:

- hiring and supervising of staff
- letting and overseeing of contracts
- maintaining the orderly flow of information and data
- preparation of comprehensive draft and final reports
- collection and analysis of government-generated land use data and statistics.

Research Assistant

The research assistant will generally provide support services to the co-ordinator. Duties will include:

- translation
- maintenance of data files
- collection and analysis of government-generated land use data and statistics
- secretarial services

Field Staff

Eight full-time field staff will be hired to administer the questionnaires and conduct interviews - two at Sandy and Pikangikum, and one at MacDowell, North Spirit and Deer Lakes, and Poplar Hill.

Part-time Support Staff

Secretarial and bookkeeping services will be employed on a part-time, as needed basis.

Contracts

The Pehtabun land utilization and harvesting study also requires specialized expertise, not available in the area. This expertise will be garnered via contracts in the following disciplines:

- demographic research
- cartography
- computer modelling and analysis
- participation and verification techniques
- translation services
- editorial services

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